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ABSTRACT

This volume contains the complete text of two Senate bills designed to improve bilingual educational opportunities for children of limited English-speaking ability. One of the bills would amend Title VII of the Elementary and Secondary Education Act. Also included in the volume are numerous statements concerning bilingual education made by Federal and State officials, by concerned citizens, and by groups directly associated with bilingual education. (Pages 2,791-2,829, 3,125-3,137, and 3,199 may reproduce poorly.) (JP)

ED 087111

EDUCATION LEGISLATION, 1973

HEARINGS
BEFORE THE
SUBCOMMITTEE ON EDUCATION
OF THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
NINETY-THIRD CONGRESS
FIRST SESSION
ON

S. 1539

TO AMEND AND EXTEND CERTAIN ACTS RELATING TO
ELEMENTARY AND SECONDARY EDUCATION PROGRAMS,
AND FOR OTHER PURPOSES

AND RELATED BILLS

PART 7

OCTOBER 31, 1973

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EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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EDUCATION LEGISLATION, 1973

Bilingual Education

WEDNESDAY, OCTOBER 31, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF
THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 1:05 p.m., in room 4232, Dirksen Senate Office Building, Senator Alan Cranston presiding pro tempore.

Present: Senators Cranston, Kennedy, Mondale, Dominick, and Javits.

Senator CRANSTON. The hearing of the Subcommittee on Education of the Senate Committee on Labor and Public Welfare will please come to order.

Today we examine Senate bills 2552 and 2553, introduced by Senator Kennedy and myself on the subject of bilingual education. Senator Kennedy hopes to be with us shortly. He is a member of the Senate Judiciary Committee which is meeting in executive session on problems concerned with the Watergate affair. His statement will be made a part of the hearing record.

I am delighted to have with us this morning Senator Montoya who likewise has been spending a great deal of time connected with Watergate. Senator Kennedy and I are honored to have Senator Montoya cosponsor each of our measures. Senator Montoya, as everyone in this room knows, has done tremendous work and provided leadership over a sustained period of time in the matter of bilingual programs in education and other fields.

We are delighted, Senator, that you could be here if only briefly. We understand that you have other commitments that prevent you from being here throughout the hearing, but all of us know you are carrying one of the heaviest loads in the U.S. Senate at this time. We are delighted that you are able to be with us. [Applause.]

STATEMENT OF HON. JOSEPH M. MONTOYA, U.S. SENATOR FROM THE STATE OF NEW MEXICO

Senator MONTOYA. Thank you, Senator Cranston.

May I say at the very outset that I commend you and Senator Kennedy and the subcommittee for becoming very interested, in fact warmly so, in the problems of some Americans who have a language handicap, and in the subject of bilingualism. You have done great work on behalf of the Mexican Americans of California; not only in the field of education but in many other fields, and I want to commend you here before some of your constituents.

I also wish to thank the committee for inviting me to be with you today. Unfortunately I will not be able to stay for the full hearing because I am scheduled to be first in the asking of questions of the witness before the Watergate Committee shortly after I leave here, but I am looking forward to reading the transcript of the testimony which I am sure will be very helpful to this committee in its work.

I am delighted to welcome some of my constituents from New Mexico to Washington, and to in turn present them to this committee for testimony this afternoon.

I want to welcome Dr. Henry J. Casso, executive secretary of the National Education Task Force de la Raza; Dr. Decilio Orozco, director, Institute for Bilingual Education at New Mexico Highlands University; Dr. Henry Pascual, Director, Cross Cultural Education Unit, New Mexico Department of Education; and Maria Gutierrex-Spencer, director of teacher training in my State.

I know that these New Mexican education specialists have had the kind of experience in teaching and administration which has sparked many innovative programs for bilingual bicultural communities in New Mexico. I am sure their testimony will be valuable to the committee, and I thank them for coming this long distance to help us work on this important legislation.

I also understand that there are some Navaho Indians here from my State, Senator Cranston, and they did not know about this hearing, but they are very knowledgeable on this subject too, because bilingualism and the teaching of bilingualism affects also the Indians of the Southwestern part of the United States, and other Indians, as well as the Natives of Alaska.

So I am hopeful that this committee will open this forum to these people so that they can in turn present their experiences and their aspirations.

I also have here a statement which I will file for the record, with the permission of the committee, so that you may proceed with the hearing of the scheduled witnesses.

Senator CRANSTON. That will be accepted for the record. Thank you very, very much.

I want to express my own pleasure in welcoming each of you to this important hearing. On behalf of the Subcommittee on Education, Senator Kennedy and I look forward to the information you will provide us on the critically important topic of bilingual education.

I want to acknowledge the strong and enthusiastic support of the chairman of the subcommittee—Senator Claiborne Pell. Senator Pell's belief in bilingual education has made possible this hearing as well as a hearing in February in Los Angeles, which I cochaired. He is a great friend of bilingual education and all of us owe him much thanks.

I want also to thank the professional staff of the subcommittee for their counsel, their technical assistance, and their firm support given both Senator Kennedy and myself over the past months. The technical skill provided by Richard Smith of the subcommittee was especially helpful in preparing my own bill.

When I introduced Senate bill 2553—the Comprehensive Bilingual Education Amendments Act of 1973—I wanted to provide Members of the Senate with a strong legislative statement on the need for bilingual-bicultural education. But I also wanted to specify some workable ways in which we could make Federal education programs more responsive to the needs of all bilingual children.

Because Senator Kennedy and I had such similar aims, we were able to introduce companion measures that we believe provide a new and more comprehensive mandate for Federal bilingual education efforts. We were delighted to be joined on both bills by the distinguished Senator from New Mexico, Mr. Montoya.

With us today are 19 distinguished leaders in bilingual-bicultural education. Many of them have traveled long distances and at their own expense. We want to allow these panelists as much time as possible, so I will conclude my own remarks, with one final word:

The dramatic events of the past weeks and months here in the Nation's Capital have placed a severe strain on the schedules of Senators. In many cases, we must do things faster and in less time than we would like. That is the case today, with this all too short hearing.

We have tried to compensate by encouraging the submission of written views by some, and outside of this formal hearing, we have encouraged both individual and group discussion and recommendations.

Senator Kennedy and I are very grateful for your patience and your cooperation. We look forward to having your expert insights into matters affecting bilingual-bicultural education.

At stake here are the lives and the educational futures of millions of children, whom we must learn to view as they are: Children who are advantaged, not disadvantaged; children who bring with them rich cultural resources to the schools; and children so shortchanged educationally in the past, that they deserve nothing less than the very best we can give them now.

The texts of S. 2552 and S. 2553 will appear at this point ~~in~~ the record, followed by the introductory remarks of Senator Kennedy, myself, Senator Montoya, and Senator Javits.

[The texts of S. 2552 and S. 2553 and introductory statements of Senators Cranston, Kennedy, and Montoya follow:]

93d CONGRESS
1st Session

S. 2552

IN THE SENATE OF THE UNITED STATES

October 9, 1973

Mr. Kennedy (for himself, Mr. Cranston, and Mr. Montoya) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To improve bilingual and bicultural educational opportunities for children of limited English-speaking ability.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Bilingual Education Reform Act of 1973".

AMENDMENTS TO TITLE VII OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

Sec. 2. (a) (1) Section 702 of the Elementary and Secondary Education Act of 1965 is amended by striking out that part of the first sentence thereof which precedes "declares" and inserting in lieu thereof the following:

"Recognizing—

"(1) that there are large numbers of children of limited English-speaking ability;

"(2) that many of such children have a cultural heritage which differs from that of English-speaking persons;

"(3) that the use of a child's language and cultural heritage is the means by which a child learns; and

"(4) that, therefore, large numbers of children of limited English-speaking ability have special educational needs which can be met by the use of bilingual educational methods and techniques; and

"(5) that, in addition, all children benefit through the fullest utilization of multiple language and cultural resources,

Congress hereby declares".

(2) (A) Section 703 (a) of such Act is amended by striking out "and" where it appears after "1972," and by inserting before the period at the end thereof a comma and the following: "$135,000,000 for the fiscal year ending June 30, 1974, $150,000,000 for the fiscal year ending June 30, 1975, $175,000,000 for the fiscal year ending June 30, 1976, $200,000,000 for the fiscal year ending June 30, 1977, and $250,000,000 for the fiscal year ending June 30, 1978".

(B) Such section 703 (a) is further amended by inserting "(1)" after "(a)" and by adding at the end thereof the following new paragraph:

"(2) In any fiscal year beginning after June 30, 1973, in which the sums appropriated pursuant to paragraph (1) exceed $35,000,000, not less than 35 per centum shall be used for the purposes of section 704 (b).".

(3) Section 704 of such Act is amended—

(A) by redesignating clauses (a), (b), and (c), and all references thereto, as clauses (1), (2), and (3), respectively;

(B) by inserting "(a)" immediately after the section designation;

(C) by striking out "through such activities as" and inserting in lieu thereof "through bilingual education programs and related activities, conducted in conjunction with bilingual education programs, as";

(D) by striking out division (1) in clause (3) (as redesignated by this paragraph);

(E) by redesignating divisions (2), (3), (4), (5), (6), (7), and (8) of such clause (3), and all references thereto, as clauses (i), (ii), (iii), (iv), (v), (vi), and (vii), respectively; and

(F) by adding at the end of such section the following new subsection:

"(b) (1) (A) For the purposes of this section, the term 'bilingual education program' means a full-time program of instruction for children of limited English-speaking ability and for English-speaking children, who desire to participate in such program, in which—

"(i) there is instruction, given both in the native language of the child of limited English-speaking ability and in English, in all courses or subjects of study which are required of a child in preschool, elementary school, or secondary school, as the case may be, by or pursuant to, the law of the State;

"(ii) both the native language of the children of limited English-speaking ability and English are studied, including speaking, reading, and writing;

"(iii) there is study of the history and culture of the nation, territory, or geographical area with which the native language of the children of limited English-speaking ability is associated and of the history and culture of the United States; and

"(iv) the requirements of subparagraph (B) and those established pursuant to division (iv) of such subparagraph are met.

"(B) (i) In all courses or subjects of study in which the speaking and understanding of the English language is not essential to an understanding of the subject matter, such as art, music, and physical education, a bilingual education program shall make provision for the participation of children of limited English-speaking ability in regular classes, and in such courses or subjects of study special attention shall be given to the language and cultural heritage of the children of limited English-speaking ability participating therein.

"(ii) A bilingual education program shall make provision for the voluntary enrollment, on a regular full-time basis, of children whose language is English, in order that they may learn the language and cultural heritage of the children of limited English-speaking ability for whom the particular program of bilingual education is designed. In no case may the number of English-speaking children constitute more than 50 per centum of the total number of children participating in a particular bilingual education program.

"(iii) Children enrolled in a bilingual education program shall, if graded classes are used, be placed, to the extent practicable, in classes with children of approximately the same age and level of educational attainment. If children of significantly varying ages or levels of educational attainment are placed in the same class, the bilingual education program shall make special provision to insure that each child is provided with instruction which is appropriate for his level of educational attainment.

"(iv) The Commissioner shall, by regulation, establish, with respect to bilingual education programs, minimum requirements regarding pupil/teacher ratios, teacher qualifications and certification, and other factors affecting the quality of instruction offered in such programs.

"(C) For the purposes of this paragraph, the term 'native language', when used with reference to children of limited English-speaking ability, means the language normally used by such children, or the parents of such children, or in the environments in which such children are reared.

"(2) (A) In carrying out the provisions of clause (2) of subsection (a), the Commissioner shall, through arrangements with institutions of higher education including junior colleges and community colleges and with local educational agencies—

"(i) make grants for the establishment, operation, and improvement of training programs for persons preparing to participate in or for persons participating in bilingual education programs;

"(ii) make provisions for the operation of short-term training institutes designed to upgrade the skills of persons participating in bilingual education programs;

"(iii) award fellowships for study leading to an advanced degree for persons planning to pursue a career in bilingual education programs.

"(B) In carrying out the provisions of clause (2) of subsection (a) and clause (iii) of subparagraph (A) of this paragraph, the Commissioner shall, through arrangements with local educational agencies having applications approved to carry out activities described in clause (1) of subsection (a), award not less than two hundred fellowships and not more than five fundred fellowships during any fiscal year to persons preparing to participate in bilingual education programs carried out by such agencies and described in such applications.

"(C) The Commissioner shall include in the terms of any arrangement described in clauses (i), (ii), and (iii) of subparagraph (A) of this paragraph provisions for the payment, to persons participating in training programs so described, of such stipends (including allowances for subsistence and other expenses for such persons and their dependents) as he may determine, which shall be consistent with prevailing practices under comparable federally supported programs.".

(4) Sections 703 through 707 of such Act, and all references thereto, are redesignated as sections 711 through 715, respectively, and title VII of such Act is amended by inserting, after section 702, the following:

"PART A—FINANCIAL ASSISTANCE FOR BILINGUAL EDUCATION PROGRAMS."

(5) Such title VII is amended by striking out "this title" wherever it appears in sections 711 through 715 (as

redesignated by paragraph (4)) and inserting in lieu thereof "this part".

(6) Such title VII is further amended by striking out section 708 and inserting in lieu thereof the following:

"PART B—ADMINISTRATION

"BUREAU OF BILINGUAL EDUCATION

"SEC. 721. (a) There shall be, within the Office of Education, a Bureau of Bilingual Education (hereafter in this part referred to as the 'Bureau') through which the Commissioner shall carry out his functions relating to bilingual and bicultural education.

"(b)(1) The Bureau shall be headed by a Director of Bilingual Education, who shall be accorded the rank of a deputy commissioner of education and who shall be placed in, and compensated at the rate specified for grade 18 of the General Schedule set forth in section 5332 of title 5, United States Code.

"(2) There shall be two additional positions in the Bureau which shall be placed in grade 17 of the General Schedule set forth in section 5332 of such title 5, one of whom shall be designated by the Director of the Bureau to be Deputy Director of the Bureau, who shall act for the Director in the Director's absence or disability.

"(c) The Commissioner shall delegate all of his responsibilities for any program of bilingual or bicultural education to the Director of the Bureau.

"(d) Not later than November 1 of each year the Director of the Bureau shall submit, through the Commissioner, to the Congress a report on the activities of the Bureau, including—

"(1) a review and evaluation of the activities carried out by the Bureau during the preceding fiscal year;

"(2) the status of the programs and projects administered by the Bureau during the then current fiscal year;

"(3) an estimate of the costs of programs and projects administered by the Bureau during the succeeding fiscal year; and

"(4) a description of the personnel and information available at the regional offices dealing with bilingual programs within that region.

"RESEARCH AND EXPERIMENTAL PROJECTS

"SEC. 722. (a) (1) Notwithstanding the second sentence of section 405 (b) (1) of the General Education Provisions Act, the Commissioner and the Director of the National Institute of Education are authorized jointly to enter into contracts with public agencies, institutions, and organizations in order to conduct research and experimental projects in the field of bilingual and bicultural education. No contract shall be entered into under this section that is not in accordance with regulations established by the Assistant Secretary of Health, Education, and Welfare for Education which have been agreed to by the Commissioner and the Director of the National Institute of Education.

"(2) Research and experimental projects conducted pursuant to contracts entered into under this section may include, but are not limited to—

"(A) the development of bilingual and bicultural curriculum for preschool, and elementary and secondary education programs;

"(B) the development and distribution of instructional materials and equipment suitable for use in bilingual programs;

"(C) the establishment of a center for bilingual education designed to serve as a national clearinghouse for the collection, analysis, and dissemination of information concerning bilingual education; and

"(D) the analysis of existing testing methods used in monolingual and bilingual programs and the development of improved testing methods to be used in such programs.

"(b) Not to exceed 10 per centum of the funds appropriated in any fiscal year for the use of the National Institute of Education, but in no event less than $10,000,000 shall be available to carry out the provisions of this section.

"NATIONAL ADVISORY COUNCIL

"SEC. 723. (a) There shall be a National Advisory Council on Bilingual Education (hereafter in this section referred to as the 'National Council') consisting of five members appointed within ninety days after the date of enactment of the Bilingual Education Amendments of 1973, by the President, without regard to the provisions of title 5, United States Code, governing appointment in the competitive service. Member of the National Council shall be appointed as follows—

"(1) eight members from among individuals who are experienced in the educational problems of children with limited English-speaking ability;

"(2) two members from among individuals who are full-time elementary and secondary teachers who are experienced in extensive bilingual training;

"(3) three members from among individuals who are experienced in the training of bilingual teachers;

"(4) two members from among individuals who are experienced in the area of elementary and secondary education.

Members shall be appointed for terms of three years, except that (A) in the case of initial members appointed by the President, five shall be appointed for a term of five years each, five shall be appointed for a term of two years each, and five shall be appointed for a term of three years each; and (B) any appointment to fill a vacancy shall be made only for the unexpired portion of the term for which his predecessor was appointed.

"(b) The National Council shall meet at least four times in each year.

"(c) The National Council shall review and evaluate the administration and operation of this title, including its effectiveness in improving the educational attainment of children with limited English-speaking ability, including the effectiveness of programs under this title to meet their occupational and career needs, and make recommendations for the improvement of this title and its administration and operation.

"(d) The National Council shall make reports of its activities, findings, and recommendations (including recommendations for changes in the provisions of this title) as it may deem appropriate, and shall make an annual report to the President and the Congress not later than March 31 of each calendar year.".

(b) The amendments made by subsection (a) shall be effective with respect to appropriations made after the date of enactment of this Act.

AMENDMENTS TO VOCATIONAL EDUCATION ACT OF 1964

SEC. 3. (a) (1) Section 102 of such Act is amended by redesignating subsection (c), and all references thereto, as subsection (d), and by adding after subsection (b) thereof the following new subsection:

"(c) There are also authorized to be appropriated $40,000,000 each for the fiscal years ending June 30, 1975, and June 30, 1976, for the purpose of section 122 (a) (4) (C). Nothing in this subsection shall be construed to affect the availability for such purpose, of appropriations made pursuant to subsection (a).".

(2) Clause (D) of section 104 (a) (1) of the Vocational Education Act of 1964 is amended by inserting before the comma at the end thereof the following: "and of persons who have limited English-speaking ability".

(3) Clause (A) (vii) of section 104 (b) (1) of such Act is amended by inserting before the comma at the end thereof the following: "(including students of limited English-speaking ability)".

(4) (A) Clause (4) of section 122 (a) of such Act is amended by adding at the end thereof the following:

"(C) vocational education for students of limited English-speaking ability;".

(B) Section 122 (c) of such Act is amended, in paragraph (3), by inserting "(A)" after "(3)" and by adding at the end thereof the following new subparagraph:

"(B) At least 10 per centum of each State's allotment of funds appropriated under section 102 (a) for any fiscal year beginning after June 30, 1974, shall be used only for the purpose set forth in paragraph (4) (C) of subsection (a)."

(5) Section 123 (a) of such Act is amended by redesignating clauses (17) and (18) thereof, and all references thereto, as clauses (18) and (19), respectively, and by inserting after clause (16) thereof the following new clause:

"(17) provides that grants made from sums appropriated under section 102 (c) shall be allocated within the State among local educational agencies serving areas with high concentrations of persons with limited English-speaking ability;".

(b) The amendments made by subsection (a) shall be effective on and after July 1, 1974.

AMENDMENT TO THE LIBRARY SERVICES AND CONSTRUCTION ACT

SEC. 4. (a) Clause (4) of section 6 (b) of the Library Services and Construction Act is amended by inserting before the period at the end thereof a comma and the following: "and to programs and projects which serve areas with high concentrations of persons with limited English-speaking ability".

(b) The amendment made by subsection (a) shall be effective on and after June 30, 1974.

AMENDMENTS TO THE ADULT EDUCATION ACT

SEC. 5. (a) (1) Section 306 (a) of the Adult Education Act is amended by striking out the word "and" at the end of clause (8) of such section, by redesignating clause (9), and all references thereto, as clause (10), and by adding after clause (8) the following new clause:

"(9) provide that special emphasis be given to the needs of limited English-speaking persons through the creation of bilingual adult education programs; and".

(2) Section 309(b)(1) of such Act is amended by inserting a comma and the words "including bilingual methods" immediately after the word "methods".

(3) Section 310(b) of such Act is amended by inserting a comma and the words "bilingual education" after the words "adult education".

(b) The amendments made by subsection (a) shall be effective on and after June 30, 1974.

93D CONGRESS
1ST SESSION

S. 2553

IN THE SENATE OF THE UNITED STATES

OCTOBER 9, 1973

Mr. CRANSTON (for himself, Mr. KENNEDY, and Mr. MONTOYA) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

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A BILL

To amend title VII of the Elementary and Secondary Education Act of 1965 to extend, improve, and expand programs of bilingual education, teacher training, and child development.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Comprehensive Bilingual Education Amendments Act of 1973".

SEC. 2. (a) Title VII of the Elementary and Secondary Education Act of 1965 is amended to read as follows:

"TITLE VII—BILINGUAL EDUCATION

"SHORT TITLE

"SEC. 701. This title may be cited as the 'Bilingual Education Act'.

II

I

"POLICY; APPROPRIATIONS

"SEC. 702. (a) In recognition of the special educational needs of the large numbers of children of limited English-speaking ability in the United States, the Congress hereby declares it to be the policy of the United States to (1) encourage the establishment and operation of educational programs using bilingual educational methods and techniques and (2) for that purpose, provide financial assistance to local educational agencies in order to enable such agencies to carry out such programs in elementary including preschool and secondary schools which are designed to meet the special educational needs of such children.

"(b) Except as is otherwise provided in this title, for the purpose of carrying out the provisions of this title, there is authorized to be appropriated $135,000,000 for the fiscal year ending June 30, 1974, and for each of the succeeding fiscal years ending prior to July 1, 1977; and there is further authorized to be appropriated for such purpose for each of such fiscal years such additional sums as the Congress may determine. From the sums so appropriated for any fiscal year—

"(1) the Commissioner shall reserve such amounts as may be necessary, but not in excess of 10 per centum thereof, for the purposes of sections 731, 732, 742, and 743; and

"(2) the Commissioner shall reserve not less than 33⅓ per centum of that part thereof which is in excess of $35,000,000 for the purposes of section 721 (a) (3).

"DEFINITIONS/REGULATIONS

"SEC. 703. (a) The following definitions shall apply to the terms used in this title:

"(1) The term 'children of limited English-speaking ability' means—

"(A) children who were not born in the United States and whose native language is a language other than English; and

"(B) children who were born in the United States and whose parents do not speak English; and

"(C) other children, as further defined by the Commissioner by regulation, who come from environments where a language other than English is dominant;

and, by reason thereof have difficulty speaking and understanding instruction in the English language.

"(2) The term 'native language' when used with reference to a child of limited English-speaking ability means the language normally used by the child, or the parents of the child, or in the environments from which the child comes.

"(3) The term 'low-income' when used with reference to a family means a family which has the amount specified as a low-income factor in section 103 (c) of title I of the Elementary and Secondary Education Act of 1965, or which receives payments under a program of aid to families with dependent children under a State plan approved under title IV of the Social Security Act.

"(4) (A) The term 'program of bilingual education' means a full-time program of instruction of children of limited English-speaking ability and for English-speaking children who desire to participate in such program in which—

"(i) there is instruction given both in the native language of the child and in English and given with appreciation for the cultural heritage of the child in all those courses or subjects of study which are required of a child in elementary school, or secondary school, as the case may be, by or pursuant to, the law of the State;

"(ii) both the native language of the child and English are studied, including speaking, reading, and writing;

"(iii) there is study of the history and culture of the nation, territory, or geographical area with which the child's native language is associated and of the history and culture of the United States; and

"(iv) the requirements in subparagraphs (B) through (D) of this paragraph and established pursuant to subsection (b) of this section are met.

"(B) In those courses or subjects of study in which the speaking and understanding of the English language is not essential to understanding of the subject matter, such as art, music, and physical education, a program of bilingual education shall make provision for the participation of children of limited English-speaking ability in regular classes, in which cases special attention in those courses or subjects of study shall be given to the language and cultural heritage of the children of limited English-speaking ability participating therein.

"(C) A program of bilingual education shall make provision for the voluntary enrollment therein, on a regular full-time basis, of children whose language is English, in order that they may learn the language and cultural heritage of the children of limited English-speaking ability for whom the particular program of bilingual education is designed. In no case shall the number of English-speaking children constitute more than one-half of the total number of children participating in a particular program of bilingual education.

"(D) Children enrolled in a program of bilingual education shall, if graded classes are used, be placed, to the extent practicable, in classes with children of approximately the same age and level of educational attainment. If children of significantly varying ages or levels of educational attainment are placed in the same class, the program of bilingual education shall make special provision to insure that each child is provided with instruction which is appropriate for his level of educational attainment.

"(E) An application for a program of bilingual education shall be developed (i) in open consultation with parents of bilingual children, teachers, and, where applicable, secondary school students, including public hearings at which such persons have had a full opportunity to understand the program for which assistance is being sought and to offer recommendations thereon, and (ii) with the participation and approval of a committee composed of, and selected by such parents and teachers, and, where applicable, secondary school students of which at least one-half the members shall be such parents.

"(b) The Commissioner, by regulation, shall establish, with respect to programs of bilingual education, minimum requirements regarding pupil-teacher ratios, teacher qualifications and certification, and other factors affecting the quality of instruction offered in such programs.

"PART A—FINANCIAL ASSISTANCE FOR BILINGUAL EDUCATION PROGRAMS

"BILINGUAL EDUCATION PROGRAMS

"SEC. 721. (a) Funds available for grants under this part shall be used for—

"(1) the establishment and operation of bilingual education programs, including preschool programs carried out in coordination with Headstart programs assisted under section 222 (a) (1) of the Economic Opportunity Act and other such preschool programs in the area, designed to meet the special educational needs of children of limited English-speaking ability from low-income families;

"(2) planning and providing technical assistance for, and taking other steps leading to the development of, such programs;

"(3) training designed to prepare persons to participate in such programs, including programs to train teachers, administrators, paraprofessionals, teacher aides, and parents, and to train persons to teach such persons, which programs stress opportunities for career development, advancement, and lateral mobility, and special programs designed to meet individual needs and to encourage reform, innovation, and improvement in applicable education curriculums in graduate education, in the structure of the academic profession, and in recruitment and retention of higher education and graduate school facilities as related to bilingual education; and

"(4) auxiliary community activities designed to facilitate the implementation of a program described in clause (1) or (2).

"(b) (1) A grant may be made for the purposes of this section only upon application therefor by a local educational agency or two or more local educational agencies (or, in the case of an activity described in clause (3) of subsection (a), by an institution of higher education applying jointly with a local educational agency). Such application shall—

"(A) include a description of one or more of the activities described in subsection (a) which the applicant desires to carry out; and

"(B) provide evidence that the activities so described will make substantial progress toward making bilingual education programs available to the children having need thereof in the area served by the applicant.

"(2) An application for a grant under this part may be approved only if—

"(A) the program set forth in the application is consistent with criteria established by the Commissioner (where feasible, in cooperation with the State educational agency) for the purpose of achieving an equitable distribution of assistance under this part within each State, which criteria shall be developed by him on the basis of a consideration of (i) the geographic distribution of children of limited English-speaking ability, (ii) the relative need of persons in different geographic areas within the State for the kinds of services and activities described under subsection (a), and (iii) the relative ability of particular local educational agencies within the State to provide those services and activities;

"(B) the Commissioner determines (i) that the program will use the best available talents and resources and will substantially increase the educational opportunities for children of limited English-speaking ability in the area to be served by the applicant, and (ii) that, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which this program is intended to meet, provision has been made for participation of such children; and

"(C) the State educational agency has been notified of the application and been given the opportunity to offer recommendations, thereon to the applicant and to the Commissioner.

"(3) (A) If for any fiscal year the Commissioner determines with respect to any State that—

"(i) the State educational agency of such State has developed high-quality leadership capabilities for the supervision of bilingual education programs in operation by local educational agencies in such State, or, with assistance under section 743, will for such fiscal year develop and maintain such capability;

"(ii) there is in effect at the beginning of such fiscal year for such State a statute enacted under the constitution of such State designed to provide equal educational opportunity for children of limited English-speaking ability through bilingual education programs;

"(iii) there are a substantial number of bilingual education programs in operation by the local educational agencies in such State; and

"(iv) the expenditures for such fiscal year from State revenues for bilingual education programs operated by local educational agencies in such State constitute not less than 25 per centum of the total expenditures for such programs in such State;

the Commissioner shall, upon application from the State educational agency of such State, make provision for the submission and approval of a State plan for the supervision by such State educational agency of bilingual education programs in such State assisted under this part. Such State plan shall contain such provisions, agreements, and assurances as the Commissioner shall, by regulation, determine necessary and proper to achieve the purposes of this title.

"(B) The Commissioner shall pay for each fiscal year to each State educational agency which has had a State plan submitted and approved under subparagraph (A) such sums as may be necessary for the proper and efficient administration of such State plan. The amount paid by the Commissioner to any State educational agency under the preceding sentence for any fiscal year shall not exceed an amount equal to 5 per centum of the aggregate of the amounts paid under this part to local educational agencies in the State of such State educational agency. For the purpose of this paragraph there is authorized to be appropriated such sums as may be necessary for any fiscal year.

"(c) The terms of any application, and of any State plan, submitted and approved under this section for any fiscal year shall constitute a contract between the agency submitting the application or plan and the Commissioner which shall be specifically enforceable in any court of the United States.

"CHILDREN IN SCHOOLS ON RESERVATIONS

"SEC. 722. (a) For the purpose of carrying out programs pursuant to this title for individuals on reservations serviced by elementary and secondary schools operated on such reservations for Indian children, a nonprofit institution or organization of the Indian tribe concerned which operates any such school and which is approved by the Commissioner for the purposes of this section, may be considered to be a local educational agency as such term is used in this title.

"(b) From the sums appropriated pursuant to section 702 (b), the Commissioner may also make payments to the

Secretary of the Interior for elementary and secondary school programs to carry out bilingual education programs for children on reservations serviced by elementary and secondary schools for Indian children operated or funded by the Department of the Interior. The terms upon which payments for such purpose may be made to the Secretary of the Interior shall be determined pursuant to such criteria as the Commissioner determines will best carry out the policy of section 702 (a).

"PART B—ADMINISTRATION

"DIVISION OF BILINGUAL EDUCATION

"SEC. 731. (a) There shall be in the Office of Education a Division of Bilingual Education (hereinafter referred to as the 'Division') through which the Commissioner shall carry out his responsibilities for all activities of the Commissioner relating to bilingual education.

"(b) (1) The Division shall be headed by a Director of Bilingual Education (hereinafter referred to as the 'Director'), appointed by the Commissioner, to whom the Commissioner shall delegate all of his delegable functions related to bilingual education. The Director shall be placed in grade 17 of the General Schedule set forth in section 5332 of title 5, United States Code.

"(2) The Division shall be divided into such branches, units, and offices as the Director determines to be appropriate in order to enable him to carry out his responsibilities effectively.

"(3) In order to assist the Director in carrying out his responsibilities, there is hereby established two positions in the Division, which shall be placed in grade 16 of the General Schedule set forth in section 5332 of title 5, United States Code, and one of which shall be filled by a Deputy Director who shall act as Director in the event of the absence or disability of the Director or of a vacancy in the office of Director.

"(4) The positions created by this subsection shall be in addition to, and without regard for, positions and institutions under section 5108 of title 5, United States Code.

"(c) The Director, in consultation with the National Advisory Council on Bilingual Education established by section 732, shall prepare and, not later than November 1 of each year, shall submit, through the Commissioner, to the Congress and the President an annual report on the condition of bilingual education in the Nation. Such report shall include—

"(1) a national assessment of the educational needs of children with limited English-speaking ability and of the extent to which such needs are being met from Federal, State, and local efforts, including, not later than July 1, 1976, a census of the number of such children in the States and a plan to be carried out in five years for extending bilingual education programs to all such preschool and elementary school children, including a phased plan for the training of the necessary teachers and other educational personnel necessary for such purpose, and detailed cost estimates for the expenditures necessary in each fiscal year for such purpose and the share thereof which may reasonably be expected to be borne by State and local government, charitable organizations, private institutions, foundations, and the Federal Government;

"(2) a report on the activities carried out under this title during the preceding fiscal year and the extent to which each of such activities achieves the policy set forth in section 702(a);

"(3) a statement of the activities intended to be carried out during the succeeding fiscal year, including an estimate of the cost of such activities; and

"(4) an assessment of the number of teachers and other educational personnel needed to carry out bilingual education programs in the States and a statement describing the activities carried out under this title designed to prepare teachers and other educational personnel for such programs.

"NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

"SEC. 732. (a) There shall be a National Advisory Council on Bilingual Education composed of fifteen members appointed by the Secretary, one of whom shall be appointed Chairman by the Secretary, not later than ninety days after the enactment of this title. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children who are of limited English-speaking ability. At least three members shall be persons with general experience in the field of elementary and secondary education. At least two members shall be full-time classroom teachers of demonstrated bilingual teaching abilities. At least two members shall be experienced in the training of bilingual education teachers.

"(b) The Advisory Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including the development of criteria for approval thereunder. The Advisory Council may, at its option, submit a report of its own to the Congress and the President, but such report must be made in accordance with the specifications set forth in section 731 (c), and only if a majority of members state they are in substantial disagreement with the report of the Commissioner as called for under section 731 (c). If the majority so states, the report deadline of November 1 for each year may be postponed by the Commissioner until no later than November 15 of the year in which the report in disagreement is submitted.

"(c) The Commissioner may appoint such special advisory and technical experts as may be useful and necessary in the functioning of the Advisory Council.

"PART C—SUPPORTIVE SERVICES AND ACTIVITIES

"ADMINISTRATION

"SEC. 741. The provisions of this part shall be administered jointly by—

"(1) the Commissioner, through the Division of Bilingual Education; and

"(2) the Director of the National Institute of Education, notwithstanding the second sentence of section 405(b)(1) of the General Education Provisions Act;

in accordance with regulations promulgated, upon recommendation of the Director, by the Assistant Secretary of Health, Education, and Welfare for Education.

"RESEARCH AND DEMONSTRATIONS

"SEC. 742. (a) The National Institute of Education shall, in accordance with the provisions of section 405 of the General Education Provisions Act, carry out a program of research in the field of bilingual education in order to assist local educational agencies in planning and operating effective programs of bilingual education.

"(b) In order to test the effectiveness of research findings by the National Institute of Education and to demonstrate new or innovative practices, techniques, and methods of bilingual education, the Director and the Commissioner are authorized to make contracts with public and private educational agencies, institutions, and organizations for such purpose.

"(c) In carrying out their responsibilities under this section, the Commissioner and the Director shall, through contracts with appropriate public and private agencies, institutions, and organizations—

"(1) develop models for bilingual education programs;

"(2) develop a model State statute designed to promote equal educational opportunity for children of limited English-speaking ability through bilingual education methods and techniques;

"(3) develop and publish instructional materials and equipment suitable for use in bilingual education programs; and

"(4) establish and operate a national clearinghouse of information for bilingual education, which shall collect, analyze, and disseminate information about bilingual education.

"(d) The National Institute of Education is authorized to use funds appropriated pursuant to section 405 (g) of the General Education Provisions Act, and there are authorized to be appropriated for the purpose of carrying out this section such additional sums as the Congress may determine.

"LEADERSHIP CAPABILITIES FOR STATE EDUCATIONAL AGENCIES

"SEC. 743. The Commissioner and the Director are authorized to make contracts with State educational agencies authorized to make contracts with State educational agencies for the development in such agencies of leadership capabilities in the field of bilingual education, in order that such agencies may be able to assist local educational agencies in providing bilingual educational opportunities for children of limited English-speaking ability.".

(b) The amendment made by this Act shall be effective upon enactment, except that the provisions of part A of title VII (as added by subsection (a) of this section) shall be effective on July 1, 1975, and until such date the present provisions of such title VII shall remain in effect to the extent not inconsistent with the provisions of this Act.

INTRODUCTORY REMARKS BY HON. EDWARD M. KENNEDY ON S. 2552, FROM THE CONGRESSIONAL RECORD, OCTOBER 9, 1973

Mr. KENNEDY. Mr. President. I am introducing today legislation to reform and expand bilingual education opportunities for American schoolchildren.

The Bilingual Education Reform Act of 1973, which is cosponsored by the distinguished Senator from California, Mr. Cranston, and the distinguished Senator from New Mexico, Mr. Montoya, challenges the downgrading of bilingual education programs contained within the past budget proposals of the administration. At the same time, I am pleased to cosponsor a complementary measure in the field of bilingual education being introduced today by the Senator from California, Mr. Cranston.

While there are different points of emphasis in the two bills, they together represent a major initiative to place a new Federal priority on bilingual education. We expect early hearings on our proposals and intend to work for early Senate approval.

The 5-year authorization for an expanded bilingual education program of the Bilingual Education Reform Act of 1973 will insure that school districts, teacher training programs, and parents will be able to plan bilingual education programs with the knowledge that Federal support is not an on-again, off-again proposition. We have an obligation to make good on the promise of equal education to all schoolchildren and the bilingual education program is a vital element in achieving that goal.

The bill authorizes $135 million for fiscal year 1974, $150 million for fiscal year 1975, $175 million for fiscal year 1976, $200 million for fiscal year 1977, and $250 million for fiscal year 1978.

Presidential vetoes of appropriations bills containing increases in bilingual education have stunted the program's development in the past.

The Bilingual Education Act of 1967 was designed as the first step in assuring equal educational opportunity to children from bilingual backgrounds, Mexican American children, Puerto Rican children, Cuban children, Portuguese children, Asian children, and Indian children. Unfortunately the Federal funds to back up that commitment have not been forthcoming. The promise made to these children has not been kept.

For the 5 million schoolchildren whom the Office of Education has estimated have come to school with English-speaking deficiencies, the Federal bilingual education program has been of limited value.

The degree of our failure can be read in the reports of the U.S. Commission on Civil Rights. They found that less than 3 percent of the Mexican American student population was reached by bilingual education programs. In three States, Arizona, Colorado, and New Mexico, bilingual programs were reaching less than 1 percent of the Chicano student population. While California had more bilingual programs than any other State, it still was reaching less than 2 percent of its Mexican American students. Similar reports have shown Puerto Rican and other limited-English-speaking children similarly neglected.

For fiscal year 1973, the Office of Education's 217 bilingual education programs serve only 147,000 children. While the Federal effort has stimulated some 11 States to adopt bilingual programs of their own, the vast majority of the States are doing very little in this area. I ask unanimous consent to have printed in the Record at the conclusion of my remarks a report on State legislation on bilingual education prepared by the National Advisory Council on the Education of Disadvantaged Children.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 1.)

Mr. KENNEDY. Mr. President, I am pleased that my own State of Massachusetts has been a leader in the Nation in the effort to fulfill its responsibilities in the field of bilingual education. The State's bilingual education law serves as a model; but even in Massachusetts much remain to be done as only a small percentage of children participate in full bilingual programs.

Nationwide, in the area of preschool education, less than 5 percent of the total number of Spanish-speaking children between 3 and 5 years of age are enrolled and even those 40,000 youngsters are not receiving full bilingual programs in most instances.

When one looks at vocational education, the lack of sensitivity to the needs of bilingual young people is mirrored in the almost total failure of the national or State vocational education programs to incorporate bilingual methods or curriculums.

Part of the failure to provide educational services to these children relates to our failure to produce a cadre of experienced and qualified bilingual professionals and paraprofessionals to staff these programs or bilingual educators to produce adequate curriculums. The Office of Education has found in a study of 76 of its own programs that some or all of the teachers involved were not adequately prepared to teach in bilingual programs. The U.S. Commission on Civil Rights also estimated the percentage of teachers in Texas involved in bilingual education programs or participating in inservice training for bilingual education to be only 1.2 percent of the total. The other four Southwestern States showed one-half of 1 percent or less of the teachers involved in such bilingual programs.

Despite the authority of the Bilingual Education Act for teacher training and professional development, virtually no title VII funds have been spent for this purpose. This bill presents a strong emphasis on teacher training.

These statistics tell only part of the story. They do not measure the degree of harm done to a child who is forced to sit in classes and listen to teachers he cannot understand or complete assignments from books he cannot read.

The gravity of this situation is perhaps exemplified by the mere fact that in 1970, the Office for Civil Rights of the Department of Health, Education, and Welfare felt compelled to issue a memorandum to school districts declaring that:

> School districts must not assign national origin-minority group students to classes for the mentally retarded on the basis of criteria which essentially measure or evaluate English language skills.

The mere fact that the Department of HEW felt it necessary to issue that memorandum—which I ask unanimous consent to have printed in the Record at the conclusion of my remarks—demonstrates the depth of the failure of our educational system for children of limited English-speaking ability.

The **Presiding Officer.** Without objection, it is so ordered.

(See exhibit 2.)

Mr. **Kennedy.** Mr. President, for all of these reasons, there is a clear and present need to reexamine the adequacy of the education system's response to the needs of bilingual children at all levels, Federal, State, and local.

It is our hope that these bills will initiate that response on the Federal level.

I want to emphasize that the Bilingual Education Reform Act is the result of substantial input and research from the bilingual education community. It incorporates many of their suggestions and recommendations. I particularly would like to recognize the assistance provided by La Raza Association of Spanish Surnamed Americans, who helped bring together persons with substantial expertise in the field of bilingual education to comment on earlier drafts of this legislation.

We anticipate that they and many other eduactors, parents, and community groups of all ethnic backgrounds will have an opportunity to comment on this legislation during the hearing process.

The bill does the following:

First, it extends the bilingual education act for 5 years with increased authorizations.

Second, it responds to the clear need for creating adequate numbers of trained and competent bilingual educators. It earmarks 35 percent of all appropriations in excess of $35 million for bilingual teacher training programs at junior colleges, community colleges and universities, short-term training institutes for in-service training of teachers and paraprofessionals, and a fellowship program for individuals seeking advanced training in bilingual education.

Third, it provides a special emphasis on junior colleges and community colleges where the vast majority of Spanish-speaking college students are enrolled. Some 70 percent of the Spanish-speaking population enrolled in institutions of higher learning are attending junior and community colleges.

Fourth, the bill enunciates a clear demand for full bilingual programs in which children are taught in the language they learn best in and in which the goal is for all children in the progam to achieve bilingual capability. A 6-month study by the General Accounting Office I requested found a wide disparity between the degree of bilingualism present in the current programs. In at least one project, students who were found to learn best in Spanish received only 28 percent of their instruction in academic subjects in Spanish. The vast majority of their classroom time was spent sitting in classes where the subjects were taught in English. This bill will remedy that situation.

Fifth, the bill upgrades the administrative structure for the bilingual education program within the Office of Education by establishing a Bureau of Bilingual Education with the director having the title of Deputy Commissioner of Education.

Sixth, the bill amends the Vocational Education Act to include a requirement for the development of bilingual education vocational programs where the need exists. The bill contains a $40 million authorization for the establishment of this program in each of the next 2 fiscal years.

Seventh, the bill also amends the Adult Education Act and the Library Services and Construction Act to require that bilingual programs are provided where the need exists.

Eighth, the bill provides for the National Institute of Education to earmark 10 percent of its funds for research and experimentation in bilingual education. It also requires that NIE establish a national clearinghouse for the collection, analysis, and dissemination of information concerning bilingual education.

Finally, the bill establishes a 15-member National Advisory Council on Bilingual Education with strong representation from the bilingual community. The Council will have the responsibility to review and evaluate the bilingual education program.

It is our hope that these reforms in the Bilingual Education Act will begin to fulfill the promise of guaranteeing that language and culture no longer will be barriers to full educational opportunities in America, but will become positive values that the educational system protects and supports.

EXHIBIT 1

In an effort to reverse the denial of equal educational opportunity to the non-English speaking population in the nation's schools, the staff of the NACEDC probed the possibilities for alternative funding of bilingual-bicultural education programs. If, for example, the States are funding programs similar to those funded by dollars from Title VII and some title I programs, then the Federal funds would have served as an impetus to get these programs into action at the State and local level. Their deletion at this time from Federal funding would thus not have the result of depriving children who are in need of, and entitled to, such educational programs. If, however, the States and localities have not taken steps to assume financing such programs, the pullout of Federal funds with no foreseeable replacement by the localities would severely limit the achievement of equal educational opportunity for all. There are approximately 5 million children in the United States out of 51.5 million enrolled in public and non-public schools, who come to school unequipped to receive classes in English due to the fact that their native tongue is not English.

With this goal in mind, the staff has conducted a telephone survey to establish the policy of each State with regard to bilingual-bicultural education for the children in that State who have some language and culture other than English as their basis for communication.

For the most part this information was obtained by telephone from the Office of the Title I Coordinator in each State, or from other knowledgeable persons in the State Offices of Education. The following is a State-by-State description of State treatment of the questions of bilingual-bicultural education in the schools.

Alabama has no legislation or funding for bilingual-bicultural education outside of Title VII.

Alaska just passed legislation in 1972 (The Alaska State Operative School System Act) which appropriated $200,000 for bilingual-bicultural education in the 1972–73 school year. It is to be for any school that has 15 or more bilingual children. There are few guidelines in the law itself, and the State realizes that this is just a beginning, but they are concerned about bilingual-bicultural education and this funding for the 1972–73 school year is a start.

Arizona has no State monies or legislation for the provision of bilingual-bicultural education other than those provided under Title VII of the ESEA of 1965.

Arkansas has no State legislation or funding for the provision of bilingual-bicultural education other than those provided under Title VII of the ESEA of 1965.

California just passed the Bilingual Education Act of 1972 (December, 1972) and have appropriated $5 million for it.

Colorado does not, at present, have legislation for bilingual-bicultural education outside of that supported by the Federal government, but they are introducing a bill in this Congress (between February and March) which includes a statement of the great necessity for passage of such a law. As the bill presently stands it calls for a K–4 program for mandatory establishment of bilingual-bicultural education programs in schools where there are a minimum of 100 students of limited English speaking ability, or 25% of grade levels K–4. It calls for $5 million to be appropriated for the first year, $7.5 million for the second and third years, and $10,million for the fourth and succeeding years. The State, if the Bill is passed, would reimburse local schools for any expenditure above average per pupil expenditure for the State.

Connecticut has two laws giving sanctions which are permissive for bilingual-bicultural education. One authorizes receipt of Title VII funds, and another allows for circumvention of certification for native Spanish teachers. The State does not, however, have any specific bilingual-bicultural legislation or appropriations. The State Act for Disadvantaged Children has an appropriation of $7 million, and some of these funds can be and are used for bilingual-bicultural education is that it is a child's right under the Constitution to a competent teacher to teach him whatever language he speaks. No specific separate funding is set aside for this, but Connecticut does have the resources under general education funds. They pay for competent teachers to teach a child, whatever his learning needs may be.

Delaware has no specific law providing for bilingual-bicultural education. The only funds in the State for this purpose at present come through Federal Funds (Title VII and Title I) and are mostly unsed for migrant programs within the State. There is a law on the books, originated circa 1920, which required that classes must be taught in the English medium, but this law is not presently enforced and teachers may teach in another language if they wish to. At one time the State had its own migrant programs funded by philanthropic donations, etc., but at the present time the primary source of funds for these programs is the Federal Government.

The District of Columbia has no specific legislation for the provision of bilingual-bicultural education, but there is a move on for such education at the local level. The District School system has a Director for Bilingual Education for the D. C. Schools, and there is a direct lobbying effort with the Board of Education for the rights and needs of the Spanish speaking in the district. Whether this will lead to positions and action by the House District Committee or not remains to be seen. The District does partake of Title VII funding, but even without these Federal dollars the District pays for 16 bilingual-bicultural teachers in bilingual programs. They have, also, just hired a full-time person to start coordinating the thrust for bilingual education at the secondary level.

Florida has no specific State Legislation for bilingual-bicultural education, although some monies out of the General Education Fund are used for this purpose if the localities so decide. The successful experiments in Dade County are carried on mainly from Federal Funds (Title VII, ESEA) and from funds from the Dade County School District (Dade County, according to Mr. Stapleton in the Florida State Education Agency, is the biggest and richest county in Florida and it spends a good bit of local funds for these programs. However this has recently come under criticism as a result of the Serrano vs. Priest case in California.)

Georgia has no legislation aimed toward bilingual-bicultural education nor are there any appropriations for this purpose.

Idaho has no specific law relating to bilingual-bicultural education, nor does it fund it. Any school district may have a special program levy for migrant children if they so desire. The education law is permissive, but not mandatory, and it does not specifically use the term bilingual-bicultural.

Illinois does have legislation providing for bilingual-bicultural education (House Bills 1074 and 1078). For fiscal 1972 there was an appropriation of $950,000, and for 1973 $2,300,000 has been budgeted and approved. This 1973 money, however, does not come under any law, but is an in-line cost item on the Superintendent's budget. This is not a Bill in the Legislature, but the budget must be approved by the Illinois State Legislature (and it was approved for 1973). $4.5 million is being proposed for this purpose in 1974 (also as a line item on the Superintendent's budget, and not as a bill.) At present Illinois is funding 20 bilingual centers in Chicago and 23 in down-State Illinois. The State also receives approximately $535,000 from Title VII.

Indiana has no State money going into bilingual-bicultural education, only Federal money. There is no legislation or funding for this purpose.

Iowa has no legislation or funding specifically for bilingual-bicultural education, nor is there any such legislation pending in the Legislature. They do, however, add $35,000 of State funds annually to the State appropriations for special education for the specific purpose of Migrant Education.

Kansas has no State legislation or appropriations for the provision of bilingual-bicultural education in the State. There is a part of another education law that would be permissive for programs such as bilingual-bicultural, but there are no earmarked funds for this purpose. According to Mr. Serrano, at the State Office of Education, Kansas isn't even included under Title VII appropriations, because the percentage of children that have a native language other than English in the State is much lower than the percentage required for eligibility under Title VII. The State does, however, have some bilingual-bicultural staffing under the Title I Migrant Provision.

Kentucky has no law and no provision for State funding that would address itself specifically to bilingual-bicultural education. There appears to be no restrictive legislation, but at present there are not classes being taught in any language other than English. Bicultural education (African history, etc.) is left up to the discretion of the localities. Funds for such projects would come from General Education Funds.

Louisiana does have extensive legislation for bilingual-bicultural education (in French) stating that French can be taught and used as a medium of instruction in the elementary schools. In 20 of 64 counties in Louisiana, French is taught an hour a day with "teaching assistants" from France (these persons are supplemental to existing teachers.) Act No. 408, House Bill No. 437 is basically an act to further, preserve, and utilize the French language and culture of Louisiana. Approved July 20, 1968. At first the law had no appropriations, but in 1972 $250,000 was allocated by the legislature with matching funds from the State Education Agency.

(Note, in staff conversation with member of State Education Office there was little mention made of the Spanish speaking population in Louisiana—their legislation is specifically for the French language and the State funding for bilingual-bicultural Spanish education appears to be minimal.) However, Mr. Diaz was worried about ESA funding which replaces ESAP (which expires February, 1973). According to him ESA has a 4% holdout for Foreign language instruction but the Dallas regional office had told him (and other Louisiana education officials) that this money is limited to those groups who have been legally defined as minority groups—and therefore French is not entitled to those funds.)

Maine has had a statute on the books for a few years which is a step in the direction of bilingual-bicultural education. It states that the Commissioner of Education is empowered to work with HEW for concentration of bilingual-bicultural funds (in Maine French is the most frequent second language.) The statute allows bilingual education techniques in preschool through the second grade to enhance learning and earning potential. A recent amendment to this statute has removed the second grade limitation for teaching in the native language. At the secondary level they are trying to get it included in the legislation that highschool courses may also be taught in a foreign language. The present law, however, only allows teaching in a foreign language up through the second grade, and the funds for such programs come of of General Education funds. This permissive legislation was passed about six years ago. In addition the State has considerable Title VII for French education in the State.

Maryland does not have any laws for the provisions of bilingual-bicultural education in the State, nor does it have any funds for this purpose. There isn't any law restricting instruction to the English medium, however.

Massachusetts does have bilingual-bicultural legislation Transitional Bilingual Education Act, Chapter 71A, November, 1971). Among its provisions are: 1. A State Bureau established to administer Program. 2. Local level agency and district with 20 or more in one language classification other than English who cannot perform work in English will be treated in a bilingual-bicultural settling. 3. They define specifically treatment and curriculum for bilingual-bicultural. 4. Act calls for a biennial census. 5. Funding—over and above per capita cost. Floor $250—ceiling $500. 6. Funds come from General Aid to Education. The first year was funded for $1.5 million, second and third years for $2.5 million, and fourth year $4 million. The legislation doesn't require specific allocations because the money is already in the general education funds, only funds for administration are required to be passed by Congress. 7. Parent Involvement is required, and there is a whole new section on certification pertaining to bilingual-bicultural teachers.

Michigan. Last year the Michigan Legislature approved $88,000 to be used out of the State Education Budget for bilingual-bicultural programs. There is no specific bill, just an authorization to the Office of Education to use these $88,000 out of their general funds for bilingual-bicultural education.

Minnesota has no specific law for bilingual-bicultural education although their general education laws are permissive. The last legislature passed a law for bilingual-bicultural teacher training (funded for close to $1 million). The State does have a scholarship program for Indian children, but this is at the post-secondary level.

Mississippi has no law pertaining to bilingual-bicultural education. According to Mrs. Ruth Hubbell in the Office of Governor Bill Waller, "it will probably be far in the future before any such funding will come about." According to Mrs. Hubbell the only foreign language group in Mississippi is the Choctaw Indians, and they are funded under the Bureau of Indian Affairs.

Missouri has no laws providing for bilingual-bicultural education. In the words of Mr. Lloyd Boyd, Asst. Director, Title I, "The State has very few people who do not speak English."

Montana has no legislation in the field of bilingual-bicultural education, although the State Constitution says that Montana is responsible for education of all its citizens. There are bilingual programs conducted but only those which are federally funded. Even here, however, basic courses are taught in English with a Spanish speaker in attendance where necessary.

Nebraska has no provisions at all for bilingual-bicultural education. As a matter of fact, there is still a standing law that no language other than English may be used as the medium of instruction. This law is not enforced, however. Many Title I Migrant programs use Spanish as the medium of instruction.

Nevada has no laws providing for bilingual-bicultuarl education in effect. There used to be an old law specifying that only English can be used as the medium of instruction in Nevada schools, but that was amended last January to permit such instruction where necessary. There is no other State bilingual-bicultural legislation, however.

New Hampshire has no law specifically making provision for bilingual-bicultural education in the State. Outside of one Title VII project only parochial schools have such programs in French. Up until a short time ago there was a State law that required that English be the only medium of instruction in New Hampshire. This law has now been amended to allow bilingual-bicultural education, but there is no funding earmarked for this purpose. The law allows for experimental programs in bilingual education if the program is approved and sanctioned by the State Board of Education.

New Jersey does not at present have any law specifically providing for bilingual-bicultural education. Some local districts have used Model Cities Funds, some localities like Newark have huge bilingual programs sponsored out of local funds. As far as legislation is concerned it is obviously permissive, but nothing specific or with appropriations at the State level. There is a group called the Puerto Rican National Defense and Education Fund (based in New York City) which is pushing for legislation for bilingual-bicultural education which would require it where there is a concentration of children having a language other than English. Their major thrust is through court cases.

New Mexico already has two laws on the books which are permissive for bilingual-bicultural education. House Bill 270 (1970) and Senate Bill 155 (1971). House Bill 270 provides no moneys, but is permissive to allow localities to spend education funds as they so desire. Senate Bill 155 authorized bilingual programs for children whose native language is not English. Teachers must have elementary education certificates with a specialization in bilingual-bicultural education. This has $100,000 funding, and this they have nine programs. Both of these bills are permanent statutes. In 1972 there was no money appropriated for Senate Bill 155, but some money for special programs of which $296,000 was spent for bilingual-bicultural programs. Senate Bill 155 could be funded again. Additional legislation is being proposed by Mr. Matt Chacon. NACEDC Staff spoke to Mr. Enrique Pasqual, Director of Bilingual-Bicultural Education in New Mexico, who reports that Mr. Chacon has taken the Massachusetts law verbatim and presented it to the New Mexico Legislature for this new session. (Mr. Pasqual says that after a State survey recently taken, it was found that there are 40.7% Spanish-surnamed children in New Mexico, 7.2% Indian children [speaking 8 different Indian languages], and 3% negro. This comes to a total of 51% minority groups, and 49% white Americans. Mr. Pasqual suggests that the approach in New Mexico should be different, and that bilingual education should be presented in New Mexico schools for *all* children, not just minority classes. 20% of the teachers are Spanish-surnamed, and most of these are bilingual-bicultural. The State needs to take advantage of this good fortune. Mr. Chacon's bill is providing bilingual education only for the "minority" groups. Mr. Pasqual feels it is "much too cumbersome, and tends toward resegregation. It is segregationist in nature, and I am afraid of that."

New York has a law permitting bilingual education for three years. It is now being extended to five, but there are no allocations of funds. Permissive legislation exists. Article 44 of the Laws of New York State are now being amended to give some State Aid (approximately $4 million—which they hope will increase to around $10 million over the next five years). This law has been introduced in the New York Legislature, is in Committee, and according to Mr. Perez, Supervisor of Bilingual Education for the State, has a good chance to be made into law. However, it is not law yet, and even if it does, considering the number of non-English speaking persons in New York, Mr. Perez says the allocation is minimal. The State assumes more will be allocated at the local level. The State is also hoping for some changes in the certification requirements, but Mr. Perez did not elaborate on this.

North Carolina has no law providing for bilingual-bicultural education at the State level, nor does it have funding for such a purpose. North Carolina does not even receive Title VII funds because they do not have a concentration of non-English speaking children.

North Dakota has no State law providing for bilingual-bicultural education, although there are a few, very limited Indian programs funded by the State (most of these programs are experimental and developmental).

Oklahoma has no specific legislation dealing with the provision of bilingual-bicultural education to students in the State. There have been some localities which have done work in the field and have funded bilingual-bicultural education programs. The work of the Federal programs have to an extent influenced the programs taken over by localities. There is no legislation on the books which limits the medium of instruction to English. In summary, there is no specific law providing for bilingual-bicultural education and no funding for that purpose. The law is not restrictive as far as dictating the medium of instruction, but outside of Federal programs, localities have to initiate and fund such programs themselves—there is no State aid.

Ohio has no bilingual-bicultural State law at present, but there is a proposal for such a law in the mill (i.e. a legislative Committee has a draft proposal in very rough form—and it might not even be introduced). NACEDC staff spoke with a Mr. Horn in the State Education Office who sounded very skeptical about the bill's chances for introduction. He said the proposal was being made by two Mexican-American groups, and is based substantially on the Massachusetts law, which in Mr. Horn's words "won't work in Ohio." He didn't comment further.

Oregon in the past Legislature passed a Bill allowing that English as a second language could be taught in any Oregon School. They presently have only one tri-lingual program, a Woodburn School in which classes are taught in Spanish, English and Russian. There are, however, no State appropriations to fund this law and even the Woodburn Program must seek Federal funds.

Pennsylvania has some directives applicable to bilingual programs which have been sent out to the school districts from the office of the State School Administrator. The School Administrator's Memorandum 515, Guidelines for Educational Programs for Children Whose Dominant Language Is Not English, is a very detailed, full statement of what a bilingual child's rights are in Pennsylvania, and how he should be treated to insure him equal opportunity to perform at his maximum level in school. The guidelines make it mandatory to have bilingual programs, using State and local funds for the primary thrust in districts where there is a concentration of students whose native language is not English, and these funds are to be supplemented by other sources, mainly Federal. All districts have to file a bilingual education compliance report forms. (NACEDC staff has a copy of The Guidelines and it makes interesting, informative reading for anyone who is interested.)

Rhode Island, in its general State aid formula provides for payment of one-third of the expense of any bilingual education program that is set up and carried out by a local education agency. Other than this, there is no legislation on the subject other than permissive legislation within the general education laws. There is, however, a move on in the present session of the General Assembly to pass legislation very similar to that which is presently law in Massachusetts.

South Carolina has no State laws or funding for bilingual-bicultural programs.

South Dakota has no legislation or appropriations which provides for bilingual-bicultural education within the State. There is, however, no restrictive legislation and the State does finance programs under Title VII when their programs are approved.

Tennessee does not have any legislation for the provision of bilingual-bicultural education. They do not participate in Title VII. There is no law preventing enactment of bilingual-bicultural education if the localities so choose.

Texas legislation to date only allows bilingual-bicultural education as an option for the schools. There are no appropriated funds. New legislation is to come before the State Congress this year and is to include teacher training, textbooks, etc. The proponents of this legislation hope to have about $2 million allocated for this purpose the first year and larger amounts for the years to follow. Such a law was passed by both houses two years ago, but it ran into trouble with the "Dirty Thirty" and some bank scandal in Dallas. Dr. Gomez, to whom NACEDC staff spoke, is hopeful the law will be enacted this year.

Utah has no legislation or funding for bilingual-bicultural education at the State level.

Vermont has no legislation or appropriations for bilingual-bicultural education, but there isn't any law keeping localities from having such classes if they choose to do so.

Virginia, has enacted standards of quality, but whether or not there are funds available to meet these standards is something else. The law is specific on special education, but there is no specific law or funding for bilingual-bicultural education.

Washington has no legislation for bilingual-bicultural education. There is a Chicano group which is presently lobbying for such legislation, but only time will tell if they are successful. In 1967 the education legislation was amended to allow another language to be used wherever it is in the best interest of the child, but there is no specific, funded legislation. Presently their bilingual-bicultural programs are funded by Federal money.

West Virginia has no legislation providing for bilingual-bicultural education, nor any appropriations for this purpose. There are very few bilingual-bicultural children in West Virginia except for the migrant population in the panhandle (according to Mr. Purdy, State Title I Coordinator). However there isn't any legislation that restricts the medium of instruction to English.

Wisconsin does not have specific legislation for the provision of bilingual-bicultural education, but they do have bilingual-bicultural programs which are often funded on the local level. They operate on the basis of meeting special educational needs of children. Their legislation does not restrict instruction to the English medium, and they do receive Title VII funds.

Wyoming has no legislation directed toward any special programs other than provision or foundation of programs or vocational and handicapped education. Wyoming has no large concentration of non-English or bicultural citizens. The State, however, doesn't have any legislation restricting the medium of instruction to English. Wyoming has never received Title VII funds, the applications have always been turned down for one reason or another.

In summary, of the States surveyed only eleven have legislation of any kind concerning bilingual-bicultural education, and of these only Alaska, California, Illinois, Massachusetts, Maine and New Mexico seem to have explicit ideas about the subject. Of the eleven with some legislation only six have funds set aside to make the legislation work. A few other States have indicated either that there is some legislation pending in Congress with regard to providing bilingual-bicultural education or some interest by lobbying groups to the State Congress on the subject. Illinois and Pennsylvania have made provision for bilingual-bicultural education in ways other than legislation, but as a general rule it appears that the majority of the States would lose most of their support for bilingual-bicultural education if these funds were to be withdrawn by the Federal government.

The President firmly stated in his Equal Educational Opportunities Act that denial of equal educational opportunity is an unlawful practice, and in Section 201, Title II (Unlawful Practices) sets forth that "No State shall deny equal educational opportunity to an individual on account of his race, color, or national origin by . . . (f) the failure by an educational agency to take appropriate action to overcome language barriers that impede equal participation by its students in its instructional programs." The Act goes further in Title III (Enforcement) to state that "An individual denied an equal educational opportunity, as defined by this Act, may institute a civil action in an appropriate district court of the United States against such parties, and for such relief, as may be appropriate. The Attorney General of the United States . . . for or in the name of the United States, may also institute such a civil action on behalf of such an individual." The bill goes further to say that if the Attorney General does institute such a civil action on behalf of the individual then the Federal Government will be liable for the costs of the suit.

The above-quoted legislation is strong evidence that the President considers the right to understand one's teacher one of the inalienable rights if equal educational opportunity is to be achieved, and with this in mind it appears that the withdrawal of Federal funds from the bilingual education programs would serve a great injustice to this ideal.

EXHIBIT 2

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., May 25, 1970.

MEMORANDUM

To: School Districts With More Than Five Percent National Origin-Minority Group Children.

From: J. Stanley Pottinger, Director, Office for Civil Rights.

Subject: Identification of Discrimination and Denial of Services on the Basis of National Origin.

Title VI of the Civil Rights Act of 1964, and the Department Regulation (45 CFR Part 80) promulgated thereunder, require that there be no discrimination on the basis of race, color or national origin in the operation of any federally assisted programs.

Title VI compliance reviews conducted in school districts with large Spanish-surnamed student populations by the office for Civil Rights have revealed a number of common practices which have the effect of denying equality of educational opportunity to Spanish-surnamed pupils. Similar practices which have the effect of discrimination on the basis of national origin exist in other locations with respect to disadvantaged pupils from other national origin-minority groups, for example, Chinese or Portugese.

The purpose of this memorandum is to clarify D/HEW policy on issues concerning the responsibility of school districts to provide equal educational opportunity to national origin-minority group children deficient in English language skills. The following are some of the major areas of concern that relate to compliance with Title VI:

(1) Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students.

(2) School districts must not assign national origin-minority group students to classes for the mentally retarded on the basis of criteria which essentially measure or evaluate English language skills; nor may school districts deny national origin-minority group children access to college preparatory courses on a basis directly related to the failure of the school system to inculcate English language skills.

(3) Any ability grouping or tracking system employed by the school system to deal with the special language skill needs of national origin-minority group children must be designed to meet such language skill needs as soon as possible and must not operate as an educational dead-end or permanent track.

(4) School districts have the responsibility to adequately notify national origin-minority group parents of school activities which are called to the attention of other parents. Such notice in order to be adequate may have to be provided in a language other than English.

School districts should examine current practices which exist in their districts in order to assess compliance with the matters set forth in this memorandum. A school district which determines that compliance problems currently exist in that districts should immediately communicate in writing with the Office for Civil Rights and indicate what steps are being taken to remedy the situation. Where compliance questions arise as to the sufficiency of programs designed to meet the language skill needs of national origin-minority group children already operating in a particular area, full information regarding such programs should be provided. In the area of special language assistance, the scope of the program and the process for identifying need and the extent to which the need is fulfilled should be set forth.

School districts which receive this memorandum will be contacted shortly regarding the availability of technical assistance and will be provided with any additional information that may be needed to assist districts in achieving compliance with the law and equal educational opportunity for all children. Effective as of this date the aforementioned areas of concern will be regarded by regional Office for Civil Rights personnel as a part of their compliance responsibilities.

SUMMARY SHEET

Number of districts presently under review, 27.

Number of districts scheduled to be reviewed during the 1971–72 school year, 10.

Number of districts notified of non-compliance and have negotiated plans, 12.

Number of districts notified of non-compliance and have not yet negotiated plans, 1.

Number of districts notified of non-compliance and will not negotiate or submit plans, 3.

Region I, Boston

Districts Presently Under Review

Boston Public Schools.

Region II, New York

Districts Presently Under Review

Hoboken, New Jersey, Perth Amboy, New Jersey, Buffalo, New York.

Districts Scheduled To Be Reviewed

Passaic, New Jersey (no date set).

Region III, Philadelphia

Districts Presently Under Review

None.

Districts Scheduled To Be Reviewed

OCR 101 forms are being reviewed in order to select districts to review.

Region IV, Atlanta

Districts Presently Under Review

Aiken, South Carolina (blacks/special education).

Districts Scheduled To Be Reviewed

None.

Region V, Chicago

Districts Presently Under Review

East Chicago, Indiana, Saginaw, Michigan, Shawano, Wisconsin (Native Americans), Ulysses, Kansas, Goodland, Kansas, Garden City, Kansas, Holcomb, Kansas.

Districts Scheduled to Be Reviewed

Defiance, Ohio, Leipsig, Ohio, Findley, Ohio.

Region VI, Dallas

Districts Presently Under Review

Victoria ISD, Texas, El Paso ISD, Texas, Santa Maria ISD, Texas, South San Antonio ISD, Texas, Raymondville ISD, Texas, Hobbs, New Mexico.

Districts Which Received Letters Of Noncompliance And Have Negotiated Plans

Ozona ISD, Texas, Bishop ISD, Texas, Lockhart ISD, Texas, Beeville ISD, Texas, San Marcos ISD, Texas, Weslaco ISD, Texas, Los Fresnos ISD, Texas, Sierra Blanca ISD, Texas, Rotan ISD, Texas, Pawnee ISD, Texas, Fort Stockton ISD, Texas, Carney Rural ISD, Texas.

Districts Which Received Letters of Noncompliance and Have Not Negotiated Plans Yet

La Feria ISD, Texas.

Districts Which Received Letters of Noncompliance and Will Not Negotiate or Submit Plans

Uvalde ISD, Texas, Karnes City ISD, Texas, Taft ISD, Texas.

Districts Scheduled to be Reviewed (before end of present school year)

Eagle Pass ISD, Texas, San Benito ISD, Texas, Soccoro ISD, Texas.

Region VIII, Denver

Districts Presently Under Review

Colorado Springs, Colorado, Fort Lupton, Colorado.

Districts Scheduled to be Reviewed

None.

Region IX, San Francisco

Districts Presently Under Review

Tempe, Arizona, Tucson, Arizona, Winslow, Arizona, Pomona, California, Delano, California, Bakersfield, California, Fresno, California.

Districts Scheduled to be Reviewed

San Bernardino, California (May), Sweetwater Union, California (no date).

Region X, Seattle

Districts Presently Under Review

None.

Districts Scheduled to be Reviewed

Alaska State School System (preliminary in April-May).

INTRODUCTORY REMARKS BY HON. JOSEPH M. MONTOYA ON S. 2552, FROM THE CONGRESSIONAL RECORD, OCTOBER 9, 1973

Mr. MONTOYA. Mr. President, the Bilingual Education Act, title VII of the Elementary and Secondary Education Act, has been in operation for 7 years. When we began this effort to assist the States in providing educational equality for children who speak a language other than English, we were embarking on a voyage into the unknown: We knew the need existed, but we did not know its limits or the best way to go about filling that need.

On July 12 of this year I made a statement to this body concerning our effort to correct the serious educational inequalities faced by these minority children—and our failure to do the job so far.

Today I am joining Senator Cranston and Senator Kennedy in proposing amendments to our bilingual education legislation in an attempt to improve and expand on the original legislation. It is time for us to incorporate the knowledge we have gained in the last few years into our national program. It is time to reassess our plans and our problems. It is time to conclude our inadequacies and to reaffirm our determination to work toward the goal of the best possible education for every American child.

On July 12 I spoke to you of the 7 million children who are victims of an educational system which is not yet equipped to teach them: children who speak and think in one language and are asked to learn in another. The original intent of the Bilingual Edcation Act was to create educational programs which would provide these children with a new way to learn in two languages at once, and would make them truly bilingual. We wanted to give them the opportunity to speak and read and write in two languages: in English, which is the language of the majority, and in their other language—Spanish, or French, or Indian, or Chinese—the language of their heritage, their home, and their community. We wanted to give them fluency in their native language and pride in their heritage, as well as the ability to live and work in a nation whose primary vernacular was English.

Our efforts were not entirely altruistic. We wanted to keep those children in school and to teach them enough so that they could become productive and participating members of our society, instead of becoming the dropouts and welfare recipients of the future. The money we provided for that extra educational effort would not only provide educational equality to those children, it would be an investment in the future well-being of this Nation.

Unfortunately, we have never been able to provide the money which would accomplish a real educational breakthrough for these children. We have only reached 2 percent of those youngsters who need bilingual education with our Federal programs, even in our most successful year. We found we did not have the books, the testing materials, the history texts, the teaching tools to do the job. We did not have teachers really. There were many States with outmoded laws which made it impossible for the bilingual programs to be used effectively. We found that there was institutional resistance to change in education at every level. We found it hard to explain the educational handicaps of culturally different students to the rest of the taxpaying public.

But the last few years have seen many changes in our understanding of the problems of minority groups. The Civil Rights Commission has done an indepth study of the education of the Mexican-American children of the Southwest. Puerto Ricans, Spanish-speaking Americans, Cuban refugees, Indian Tribes, and other groups have all organized themselves to provide us with new data and new ideas. The Office of Education and the Department of Labor have brought our statistics up to date.

Educators have made great strides, too. They know now that exclusion from your own cultural heritage and history, from your language and community, can be so destructive of the self-confidence of a student that he gradually loses his ability to learn. We know that we can change that, and can provide an educational experience which enriches both the minority child and the English speaking child who is lucky enough to share in a bilingual and bicultural program. In the relatively few places where we have been able to provide model programs, we have made significant progress in cutting the dropout rates and in raising the educational attainment of all children.

The most serious discovery we have made is that we do not have the teachers or even the teacher-training programs to handle the problem nationwide. The tiny teacher-training effort we made through the EPDA under the Higher Education Act has now disappeared entirely—and was never enough to provide the thousands of teachers we would need to make bilingual education really work.

The junior colleges and community colleges, where most of these minority students go to school, if they stay in the educational system, are not equipped themselves to teach bilingually, and are not ready to provide teacher-training programs which will lead to a large enough increase in number of teachers. Yet these schools are the one which most clearly understand the problem and the need because they are closest to the target minorities.

Dr. Charles Lebya, director of project Maestro at California State College in Los Angeles, has recently sent me the preliminary report of a survey done on the bilingual projects funded under title VII. The responses to his questionnaire from directors in 106 of the 217 funded projects present a representative picture and dismaying one for those of us who are concerned about the real future of bilingual education.

In the districts covered there was a need for 35,117 bilingual teachers, but only 9,448 teachers who were actually bilingual. Colleges in the area were only preparing 2,000 bilingual teachers, yet these projects were in areas where 44 percent of the children were bicultural/bilingual children. Obviously, the need for bilingual education is not being met, even in these limited number of specially favored districts.

Even more discouraging, in the schools studied where a bilingual program was actually in operation, ony 1,951 of the 2,772 teachers in bilingual programs were actually bilingual themselves. In other words, almost one-third of the teachers who were trying to teach a bilingual program were not able to speak to the children in their own language or were not able to read and write in both languages. And these, Mr. President, are our best programs—the programs selected for Federal funding under current budget limitations.

Language development, ethnic history studied, and new methods of teaching are all high on the list of both preservice and inservice training requirements mentioned by administrators in these programs. Unfortunately, the programs to provide that teacher training do not yet exist in sufficient amount to fill the need.

The amendments we are offering today will begin to provide for the in-depth teacher need more realistically. Provision is made in these amendments for both innovative new programs and for ongoing development of short-term and long-term special training programs. Provision for the development of new books, new testing materials, new visual aids and equipment, and new curriculum plans is important in connection with any teacher training plans we make. It will be necessary to develop many new ways of doing the things we have done before. Education with only one language and one cultural slant is simpler, and is of course less rewarding, than bilingual education. Now that we are able to utilize and understand the multicultural heritage and the multilingual capabilities which are an untapped national resource, we will be better able to expand on the educational offering we make to all children. But we must learn the best ways to use the new resource; like any new field of education, this will require the research and development effort which is provided for in these amendments.

One of the problems faced by any national program of this kind is the great variation in State needs, State requirements, and State capabilities. In recent years several States have rewritten their laws and have developed excellent bilingual State programs, but many States still have no real programs planned. The National Advisory Council on the Education of Disadvantaged Children has recently presented a report to the President and the Congress concerning America's educationally neglected children, and it provides a survey of the various State bilingual-bicultural legislation currently in existence.

I think every Member of Congress should be aware of the problem as it exists in his own State and of the State legislation which addresses that problem. Populations shift so rapidly in these times that States which have historically not had to face bilingual or bicultural education problems are now recognizing new needs and are developing new solutions.

Since each State has a somewhat different concern, and some States are better equipped financially to provide for educational needs than others, it is essential that the Federal program be concerned with the different needs and the different legislative responses, as they develop. The Cuban child in Florida, the Mexican American child in Texas, the Indian child in New Mexico, the Chicano child in California, the Eskimo child in Alaska, the Puerto Rican child in New York—all of these children face the same difficulties, but may be helped by slightly different solutions. The flexibility of our programs and our guidelines will be important as we move ahead in finding educational solutions.

In order to properly address all of these facets of the bilingual-bicultural Federal effort, the amendments offered today provide for the creation of a Bureau of Bilingual Education and for a National Advisory Council to assess our needs and to coordinate new ideas. With that provision we will be better able to provide cooperation between the Federal, State, or local programs and to offer needed new tools as rapidly as possible. Cooperation between parent, community, and school will be encouraged so that participation by minority groups at the local level will be developed to desirable levels.

Mr. President, this legislation will not provide all that is needed. We are only beginning to understand the desperate situation in which these children have been placed and we are only beginning to understand the commitment we must make in order to truly provide equality of educational opportunity for them. The legislation proposed today will continue our national effort, and will expand our national programs in such a way that imagination and creativity can produce real progress. The changes are essential if we are going to educate our bicultural children. But the future possibilities of these programs are beginning to take shape. It is becoming apparent that bilingual-bicultural education will mean hope for the disadvantaged child who speaks and thinks in a language other than English. If we can develop the programs to fill the needs of these children, we will also be opening new vistas and new doors to all children. The provision in this legislation for participation by English-speaking children means that we want to offer a greater educational opportunity to the average American child. As we develop our own national multicultural resources we will be preparing all children for a better future in a multicultural and multilingual world.

I urge every Senator and every Congressman to examine the bilingual-bicultural needs of his own State and of this Nation—and to support the amendments which are being proposed today.

INTRODUCTORY REMARKS BY HON. ALAN CRANSTON ON S. 2553, FROM THE CONGRESSIONAL RECORD, OCTOBER 9, 1973

Mr. CRANSTON. Mr. President, I introduce for appropriate reference—for myself, Mr. Kennedy, and Mr. Montoya—a bill entitled the "Comprehensive Bilingual Education Amendments Act of 1973."

Also today, I am cosponsoring a companion measure on bilingual education introduced by the distinguished Senator from Massachusetts Mr. Kennedy, in which we are again joined by our colleague from New Mexico, Mr. Montoya.

The measures are intended to be complementary. Taken together, they provide a broad new scope for our important Federal bilingual efforts.

My bill concentrates on programs at the elementary and secondary levels of education, which I will discuss in detail later in my remarks. Senator Kennedy's measure includes higher education programs, teacher training, and vocational provisions. The measures were developed in tandem, from a wide range of expertise and materials. Of great importance to the development of my own measure were field hearings in California earlier this year which I joined in chairing with the distinguished chairman of the Senate Education Subcommittee, Mr. Pell.

The measures we introduce today have an identical goal: To provide educational programs that regard the bilingual child as advantaged, not disadvantaged; that provide opportunities for the monolingual English-speaking child to encounter the rich resources the bilingual-bicultural child brings to the classroom; and to provide opportunities for parental and community involvement in the building of a sound bilingual-bicultural program available to all children.

INTRODUCTION

Mr. President, our current Federal bilingual education legislation—specifically title VII of the Elementary and Secondary Education Act of 1965—expires in 1974. Since its passage by the Congress in 1967, the program has provided a number of demonstration projects across the country that have evidenced the value of a bilingual-bicultural education for all children, not just those children whose mother tongue may be other than English.

The title VII program has proved its efficacy. It has proved its worth in spite of the perennial lack of sufficient funding. And it has proved its worth to a growing number of bilingual constituencies: In fiscal 1973, for example, $28.1 million was provided under title VII for projects involving the Spanish-speaking; $2.6 million was spent for Eskimo and American Indian bilingual education; $1 million was devoted to children whose dominant language is French; $650,000 went for bilingual programs serving those whose home language is Portuguese, and the balance of the appropriation was broken down into $500,000 for Chinese programs, $189,000 for the bilingual people of Guam, and $75,000 for the Trust Territories.

Still, we by no means met the need. Conservative estimates indicate that there are at least 5 million children in the United States who needed bilingual services. Under the fiscal 1973 expenditure level, only 147,000 were served, leaving an enormous gap between what we are doing and what we need to do.

The introduction of a measure such as we introduce today implies, of course, a certain bias. I believe in bilingual education and the diversity it suggests. I believe in regarding language and cultural differences as advantages to the development of a fully alive and productive human being. And I believe, based on the experience generated through title VII, that it is now time to give the Federal bilingual effort new legislative life, but with a stronger, more definitive focus.

Let us begin with a definition: In simple terms, bilingual education involves the use of two languages, one of which is English, as mediums of instruction. Both languages are used for the same student population—not as an isolated effort, but as a key component of a program embracing the total curriculum.

Rather than an objective in itself, bilingual education is part of a much larger goal: A child with a full understanding of his cultural heritage, in command of that heritage, and with a deep respect for all it implies. A model bilingual program treats the child whose mother tongue is other than English as advantaged, not disadvantaged. And a model bilingual program involves the parent and community—directly, fully, and honestly—in the fabric of the program.

Mr. President, when we talk about bilingual education we are talking about more than a transitory educational mode. We are talking about the lives of children, developed to their full potential in schools that exist for those children, not where children exist for the schools.

I believe that bilingual education can be a great force in fostering educational change in America. For one thing, it challenges the assumption that schools need offer only one curriculum in one language—English—to serve one group of children—Anglos. It sweeps aside the notion that the child must change to meet the needs of the school. And it clearly rejects the idea that the prime objective of the school is to wipe out all differences in style, heritage, and language background, delivering to society—at the end of 12 years—a nicely packaged, well-rehearsed, automatic reciter of majority maxims.

This is the route that schooling in America has traveled historically. I suspect it is also the route to a dull and lifeless society, as more and more we reorient, remodel, or retool children who are culturally and linguistically different, in the determined belief that they are somehow deprived.

It is not a new trend, but rather is a deeply imbedded view of what schools are for and what they should do. One writer has called it the "assimilate or starve" school of educational theory, and it reflects an antiminority tradition in American public education that is only now beginning to change.

In spite of popularly held notions, our schools were not the ladders upon which early 20th century immigrants climbed to instant success, dropping their language and their heritage on the way up. In fact, the public schools have never done much of a job of educating minority children. Minority distrust and avoidance of public schooling is deeply rooted in history.

As Nathan Glazer has pointed out, to most immigrant groups—the Irish, the Italians, the Poles, the Slavs—education was by no means important or highly regarded. On the contrary, families survived by working and pooling individual incomes—mother, father, and children.

UCLA historian Stephan Thernstrom estimates that nearly 20 percent of laboring families' incomes came from the labor of children under the age of 15. Houses were bought, clothes were purchased, and food was provided by keeping children out of school and working.

Most immigrants, in fact, viewed schools with suspicion and hostility. For one thing, as Glazer has pointed out, education "was for a cultural style of life and professions the peasant could never aspire to." Personal and family circumstances were changed by hard work, or luck, but not by spending time in a school.

Unfortunately, this attitude was shared by the schools. What resulted were middle-class schools with middle-class curriculums designed to serve the American middle class—not the minority, often lower class, child.

Dr. Leonard Covello, the first Italian American to become a principal in the New York City schools, describes his school days like this:

> The Italian language was completely ignored in the American schools . . . we soon got the idea that Italian meant something inferior, and a barrier was erected between children of Italian origin and their parents. This was the accepted process of Americanization. We were becoming Americans by learning how to be ashamed of our parents.

Decades later, Charles Silberman—in "Crisis in the Classroom"—would describe how schools had perpetuated this cultural annihilation, this time against the Spanish-speaking child:

> In a South Texas school, children are forced to kneel in the playground and beg forgiveness if they are caught talking to each other in Spanish; some teachers require students using the forbidden language to kneel before the entire class.
>
> In a Tucson, Arizona, elementary school classroom, children who answer a question in Spanish are required to come up to the teacher's desk and drop pennies in a bowl—one penny for every Spanish word. "It works," the teacher boasts. "They come from poor families, you know."
>
> In a school in the Rio Grande Valley, teachers appoint students as "Spanish monitors." Their job is to patrol the corridors, writing down the names of any fellow students they hear talking in Spanish.

Even if we could agree that schools are to integrate minorities into the mainstream of society, there is ample evidence to suggest that schools have not done this well, either. We need only look at the tragedy of the Cherokees.

In the 19th century, prior to "termination," the Cherokees had their own highly regarded bilingual school system and bilingual newspaper. Jerry Kobrick, of Harvard's Center for Law and Education, points out that:

> Ninety percent were literate in their own language, and Oklahoma Cherokees had a higher English literacy level than native English-speakers in either Texas or Arkansas. Today, after seventy years of white control, the Cherokee dropout

rate in the public schools runs as high as 75 percent. The median number of school years completed by the adult Cherokee is 5.5. Ninety percent of the Cherokee families in Adair County, Oklahoma, are on welfare.

If we need more evidence of just how bankrupt has been our educational treatment of the bilingual child, we need only look a bit further into contemporary statistics:

Fifty percent of Spanish-speaking students in California drop out by the eighth grade; 87 percent of Puerto Ricans over 25 years of age in New York City have not completed high school; the average number of school years completed by the Mexican American in the Southwest is 7.1 years; and in Boston, over half of the 10,000 Spanish-speaking students are not in school at all. In Chicago the dropout rate is some 60 percent.

So what are we doing about it?

Unfortunately, our educational response to these grim figures has been to apply band aids when major surgery is required. For bilingual children, our band aids have included programs in English as a second language (ESL) and remedial reading.

The sole objective of English-as-a-second-language is to make non-English speakers more competent in English. No effort is made to present related cultural material; the precise background of a child is not a consideration. Essentially, ESL is a crash-course in English. It requires no modification of the school curriculum. An estimated 5.5 percent of Mexican-American students in the Southwest receive some kind of ESL instruction, or about twice as many as are in bilingual education programs.

Of all programs dealing with the bilingual child, remedial reading is the most limited in scope. It requires no change in the school curriculum and the least special training of teachers. Using a strictly monolingual approach, remedial reading has been much more accepted in practice than either ESL or bilingual education. The program addresses itself to just one aspect of the language problem, poor reading achievement. By the 12th grade, 63 percent of all Chicano students read at least 6 months below grade level. More than half of the Southwest's schools offer remedial reading courses, yet only 10.7 percent of the region's Mexican-American students are actually enrolled in these classes.

Mr. President, I am not saying that remedial programs are wrong completely. We will always have remedial approaches in education, as long as some children are not achieving commonly agreed-upon goals.

What I am suggesting, Mr. President, is that our present educational goals need careful rethinking. There is evidence that what Americans prize most—that bright spark of initiative and individuality that helps a child achieve—may be smothered in classrooms where children are trained up as identical cogs in society's machinery.

What we need are schools with a passionate regard for the uniqueness of a child, and the inclination to develop and preserve intact the splendid resource that is a child's own background and cultural heritage. That is why I find bilingual-bicultural education approaches to be of such bright promise, concentrating as they do on making the school fit for the child.

Mr. President, the schools themselves are providing some of the greatest impetus away from the historical educational pattern and toward programs that meet the needs of the bilingual child. Where teachers once risked penalties for not teaching in English, the trend is now toward State statutes that require school districts to have a bilingual—or English-as-a-second-language—program for any student whose native language is not English.

In the courts, the right of a non-English-speaking child to a meaningful education is embodied in a case to be heard by the U.S. Supreme Court this term. The case involves 1,800 Chinese-speaking students in San Francisco whose parents say their children are being denied an equal educational opportunity. Regardless of what the High Court rules, actions by lower courts have already resulted in mandated school programs that have bilingual-bicultural components in as many areas as is practical. Massachusetts has a bilingual program that is mandatory, and California has recently enacted a forward-looking State policy of quality bilingual education to be developed throughout the State.

From these happenings, we in the Congress should sense not only a new direction for education policymaking, but also a new responsibility in legislative planning. With a trend toward schools designed to meet the needs of bilingual-bicultural children, we must bring to bear all the resources we can muster for new programs of teacher training, community planning and parental involvement in school programs, fresh directions for educational research and demonstration, more bilingual moneys to State departments of education for State-based activities, and a Federal administrative structure that puts bilingual programs nearer the top of the educational organization chart.

The bill we introduce today is, I believe, an important step forward.

It builds upon the experience gained in the first, fledgling years of the Federal bilingual effort.

It encourages, in other States, the development of bilingual programs along the lines of those in California, Massachusetts, and one or two other States.

It encourages the bilingual activities of the National Institute of Education.

It sets forth new definitions for what is meant by a "bilingual child" and the programs in which he may participate under the act.

It offers new criteria for the development of an acceptable bilingual program application.

It expands the role of community and parent in program development.

And it establishes, within the U.S. Office of Education, an administrative structure wherein bilingual education activities cannot slip to the bottom of the organization chart, mired in bureaucratic inertia.

SUMMARY OF BILL

Briefly, Mr. President, the proposed "Comprehensive Bilingual Education Amendments Act of 1973" provides the following:

POLICY

Declares it the policy of the United States that bilingual educational methods and techniques shall be encouraged and developed in recognition of the special educational needs of children of "limited English-speaking ability."

AUTHORIZATION/APPROPRIATION

The sum of $135 million is authorized for each fiscal year beginning fiscal year 1974 and ending fiscal year 1977, plus such additional sums as the Congress may determine necessary. Reserves some funds for administration and for census activities and other mandated programs. Earmarks one-third of the amount by which any fiscal year appropriation exceeds $35 million to be used for teacher training and related educational personnel development.

DEFINITIONS/REGULATIONS

More precisely defines the term "children of limited English-speaking ability" as covered under the act. Sets an expanded definition for "program of bilingual education," adding studies in the native language of the child, as well as English, including speaking, reading, and writing; mandates bilingual instruction in each course required of the child; directs the study of the history and culture associated with the child's native language, as well as the history and culture of the United States; allows the participation of bilingual children in regular classes—such as art—where English is not necessary to understanding of the subject matter; provides for the voluntary enrollment of children whose language is English; and provides for individualized instruction.

Also, requires that applications for assistance be developed in open consultation with all constituents of the school, including parents of bilingual children, at public hearings. Directs the Commissioner to establish minimum requirements for bilingual education programs, such as pupil-teacher ratios and teacher qualifications.

GRANT CRITERIA

Provides that funds under the act shall be used for bilingual programs including preschool programs connected with Head Start; planning and technical assistance, training of educational personnel, including paraprofessionals; to encourage and develop higher education programs for bilingual teacher training; and auxiliary community activities in support of a bilingual program.

Provides that grants may be made to local educational agencies, or to institutions of higher education applying jointly with a local educational agency. Applications must be consistent with criteria established by the Commissioner, and the Commissioner must determine that the best available talents and resources will combine to provide increased educational opportunities for the children to be served. Provision for nonprofit, private school children shall be made. The State educational agency must be notified of the application and given opportunity to comment.

Further, empower the Commissioner to approve a State bilingual program, directed by the State educational agency, if State educational agency meets certain criteria designed to show sound planning and good faith Commissioner may, upon approval of State plan, provide administrative moneys to the State educational agency.

Specify that terms of accepted and funded applications shall constitute a contract between the State educational agency and the Commissioner and shall be specifically enforceable in any U.S. district court.

PARTICIPATION BY NATIVE AMERICANS

Provides that tribal organizations or other nonprofit groups concerned with Indian education, specifically for children in schools on reservations, may be considered to be a local education agency, as defined by the act, and eligible for grants under the act. Permits payments to be made to the Secretary of the Interior for the same purpose.

ADMINISTRATION

Creates, within the U.S. Office of Education, a Division of Bilingual Education, headed by a Director, to be placed in GS-17 in the Civil Service leaves organization of the Division up to the Director, and provides two supporting positions, including a Deputy Director.

Provides that Director, in consultation with National Advisory Council on Bilingual Education, shall submit an annual report including a national assessment of bilingual education needs and efforts; a census of bilingual children in the States, and a 5-year plan for extending bilingual programs to all preschool and elementary schoolchildren, a plan for the development of educational personnel to work in bilingual programs; cost estimates projected for each fiscal year and how cost is to be borne by government agencies and private organizations and specifies that Commissioner's report shall include a report on activities during the preceding fiscal year, a statement of activities to be carried out during the succeeding fiscal year, and assessment of number of teachers and other education personnel needed in the future, including statement of present teacher training activities.

ADVISORY COUNCIL

Mandates establishment of a National Advisory Council on Bilingual Education—appointed by the Secretary of Health, Education, and Welfare—to include at least three members with general experience in elementary and secondary education; at least two members who are full-time classroom teachers of demonstrated bilingual teaching ability; and at least two members who are experienced in the training of bilingual education teachers. Overall, the council must be composed of persons experienced in the education of bilingual children.

Directs the Council to advise the Commissioner in the preparation of general regulations and in the preparation of specific policy matters arising in the administration of the bilingual program. Empowers the Council, at its option, should a majority of Council members find they are in disagreement with the annual report of the Commissioner, to submit a report of its own.

Permits the Commissioner to appoint advisers and technical experts to assist the Council.

SUPPORTIVE SERVICES, INCLUDING RESEARCH AND DEMONSTRATIONS

Directs the National Institute of Education—NIE—is directed to carry out a program of research in the field of bilingual education. Directs NIE, through its Director and the Commissioner, to contract with public and private educational agencies to develop bilingual program models, design a model State bilingual instructional materials and equipment, and operate a national clearinghouse of information for bilingual education.

Provides an additional authorization of such additional sums as the Congress may determine is necessary to carry out these special activities.

PROGRAMS OF STATE EDUCATIONAL AGENCIES

Authorizes the Commissioner and the Director of Bilingual Education to contract with State educational agencies to develop leadership capabilities in the field of bilingual education, in order that State educational agencies may be of maximum assistance to local educational agencies in providing bilingual educational opportunities.

Mr. President, my measure continues the existing dollar level of authorization for the title VII bilingual education program at $135 million for each fiscal year ending fiscal year 1977. However, it also provides that the Congress may appropriate such additional sums as may be necessary to carry out the purposes of the act in each fiscal year, and adds a special authorization of appropriations for the bilingual activities carried out by the National Institute of Education for programs mandated by the act.

I believe we must recognize, Mr. President, that the actual appropriation for title VII bilingual education in any given fiscal year has never exceeded $35 million. The Senate, however, has consistently approved more for the title VII program, including $60 million in fiscal year 1973, which was reduced to $45 million in conference with the House. However, the bill was vetoed by the President. Just this past week the Senate approved $55 million in the fiscal year 1974 Appropriation Act, now in conference. The bill we introduce, while continuing the existing dollar authorization level, gives the Congress full authority—at its option—to increase the moneys available for purposes of the act.

CONCLUSION

Mr. President, I believe the legislation we have introduced today—the Comprehensive Bilingual Education Amendments Act of 1973—will go a long way toward ending the nightmare of educational neglect that has so long plagued Spanish-speaking and other bilingual children in America. I urge its immediate and careful consideration by the Congress along with the measure introduced by Senator Kennedy, in which I have joined.

The futures of millions of children—both majority and minority—depend upon what we do, and how quickly we do it.

[End of introductory statements from the Congressional Record of Oct. 9, 1973.]

Senator CRANSTON. I am delighted that Senator Javits has joined us. He, too, has been a very strong supporter and friend and effective advocate of the programs that we are concerned with today.

Senator Javits, I am delighted that you are here, and I presume you may wish to make some remarks before we proceed with the proposed schedule.

JAVITS REMARKS

Senator JAVITS. Thank you very much, and may I say in the spirit in which Senator Cranston has spoken that I join with him and Senator Kennedy with great pleasure in respect to this matter, and I am very grateful to him. As I happen to be very overwhelmed with the problems of the war in the Middle East, I cannot remain through the session here as I must be at a meeting of the Committee on Foreign Relations, of which I am a member.

As an original sponsor of the Bilingual Education Act when it was first enacted in 1968, I am most concerned that the program be adequately funded and that those funds appropriated be equitably distributed.

The Congress has recognized the worth of the Bilingual Education Act—which is title VII of the Elementary and Secondary Education Act—and appropriations have risen from $7.5 million for the 1969 fiscal year to some six times that amount. In the fiscal 1974 appropriation bill, the Senate has provided $55 million and the House has provided $45 million; the bill is still in conference and final action is expected on it shortly.

The program is effective. The Commissioner of Education, in his annual report, has stated:

> A tremendous interest in bilingual education has developed since the enactment of title VIII. The Federal program, because it was an early effort to give visibility to this approach, is credited as a factor in evoking this interest.

The report goes on to state that:

> Other changes which title VII is more directly responsible for have occurred in the education system, making it more responsive to the needs of non-English-speaking children.

This is all to the good, and it gives us good reason to proceed further with the development and encouragement of bilingual education.

However, I am concerned with the distribution of funds under the program. Since the program's inception, some $123.75 million has been appropriated. Of this amount, $30,142,634 has gone to programs involving Puerto Ricans, all save $27,000 of it going to mainland U.S. programs, mostly in the East. This stands in contrast to the $83,540,296 going to programs involving Mexican Americans, mostly in the West and Southwest. While some improvements have been made in achieving a more balanced distribution, inequities still remain which must be corrected. An expansion of the program will facilitate the correction of these inequities.

It should be noted that the bilingual education program is not merely a program for "foreigners" but can benefit millions of children whose native language by custom and by law is not English. In Puerto Rico, a part of the United States, the official language is Spanish, and a high proportion of American Indian children come from homes where English is not the first language.

In my own State of New York, there are approximately 300,000 students in need of bilingual education programs of whom less than 10 percent are receiving help from Federal and State bilingual programs. As has been pointed out by New York's distinguished education commissioner, Ewald P. Nyquist, the appropriate cost per bilingual student is $300. Thus, if all of New York's 300,000 children needing bilingual education were to recieve it, the additional cost for my State alone would be $90 million. Clearly more Federal assistance is required.

Mr. Chairman, I am very appreciative of the work which is now being done which I fully join in as a ranking member of the committee. I regret that I will not be present throughout this hearing because of duties in other committees, but I wish to commend to the Chair members of the various panels who are from New York: Carmen Rodriquez, superintendent of district 7 of New York City; Luis Alvarez, executive director of the very distinguished organization called ASPIRA; and Dr. Francisco Trilla, President of the Puerto Rican Association for National Affairs, who is on the same panel; and on the very first panel Hernan La Fontaine, executive administrator of the Office of Bilingual Education in New York City.

Senator CRANSTON. Thank you very much.

Our first witness is Louis Nuñez, Deputy Staff Director of the U.S. Commission on Civil Rights. He has been specializing in the area of bilingual education.

We welcome you to this hearing. I would appreciate it if you would introduce for the record those who accompany you.

STATEMENT OF LOUIS NUÑEZ, DEPUTY STAFF DIRECTOR OF THE U.S. COMMISSION ON CIVIL RIGHTS, ACCOMPANIED BY JOHN H. POWELL, JR., GENERAL COUNSEL, JACK HARTOG, STAFF ATTORNEY AND MS. CECELIA COSCA, DIRECTOR, BILINGUAL-BICULTURAL EDUCATION PROJECT

Mr. NUÑEZ. I am Louis Nuñez, Deputy Staff Director of the U.S. Commission on Civil Rights. I wish to express my appreciation and that of my colleagues for giving me the opportunity to testify on S. 2552, the Bilingual Education Reform Act of 1973, and on S. 2553, The Comprehensive Bilingual Education Amendments Act of 1973.

My personal interest in this area is a long-term one and goes back to the 9 years I spent working for ASPIRA, a Puerto Rican national educational organization.

The Commission has over the last few years undertaken major studies concerning equal educational opportunity for American Indians, Mexican Americans, and Puerto Ricans.

It is now involved in a study assessing bilingual-bicultural education as an approach to guaranteeing equal educational opportunity to children of limited English-speaking ability. It is with the information which the Commission has gained from these investigations that we wish to address this committee today.

The bills before you today are very significant to the future of equal educational opportunity for the millions of minority children in this country who come to school speaking a language which is not English and who have cultural backgrounds which differ from that of English-speaking majority students. Current programs have consistently denied these students equal educational opportunity by attempting to force them into educational programs designed culturally and linguistically for English-speaking students.

For these children, bilingual bicultural education is the most significant and promising alternative to the present forms of education which have failed them. We define bilingual bicultural education as an instructional program in which two langauges—English and the native tongue—are used as mediums of instruction and in which the cultural background of the students is incorporated into the curriculum. This is distinguished from a program, which may be bilingual, but which fails to incorporate the cultural background of students and, thus, cannot be considered bicultural.

The proposed legislation is of major significance because it not only proposes continued authorizations for Federal funds for title VII of the Elementary and Secondary Education Act of 1965, but because it also makes provision for the accomplishment of some of the major tasks remaining in the area of bilingual bicultural education.

We have a number of specific recommendations with respect to the bills, but first I would like to explain more fully the basis of the Commission's position that, in order to provide equal educational opportunity to children of limited English-speaking ability, we must develop and implement appropriate language programs and culturally relevant curriculum.

Mr. Chairman, millions of American children enter school with insufficient English language skills to progress academically in a school program when instruction is in English. What happens to these children when they enter a school in which all instruction is in English? What happens when these children must face curricular materials and teaching methods which were designed to be relevant to children from English-speaking backgrounds?

In all of our studies of these questions the Commission has found that the schools have a dismal record in educating Mexican Americans, Puerto Ricans, and American-Indian students. Without going into great detail, I would like to point out some of these findings regarding the school's record in educating these youngsters.

In a major survey of schools and districts in Arizona, California, Colorado, Texas, and New Mexico, we found that approximately 40 percent of Mexican Americans who enter first grade in those States never graduate from high school.

According to estimates made by school principals, at the 8th and 12th grades fully 40 percent of Chicano 8th and 12th graders are 2 or more years behind grade level and about two-thirds are reading 6 months or more below grade level.

Similarly, several authoritative reports show that the Puerto Ricans in New York City have astoundingly high dropout rates and that their achievement levels are among the lowest in the city.

According to the New York State Commissioner of Education, who submitted a statement at the Commission's New York hearing, the Puerto Rican dropout rate in New York City ranges between 58 and 66 percent. Further, the board of regents of the State of New York reported that in 1971 in a random sample of schools with high concentrations of Puerto Ricans, 81 percent of the fifth grade and 86 percent of eighth grade Puerto Rican students in New York City were reading below their grade levels.

Academic achievement of American Indians is documented in the U.S. Office of Education's 1966 nationwide education study commonly known as the Coleman Report, and also in the New Mexico State Department of Education's Results of the 1969 Assessment Survey: Grades 5, 8, and 11.

In both reports the average American Indian student, by the 11th grade, was found to be at least 3 years below the national norm in reading, language ability, and mathematics.

As part of the Mexican-American education study, the Commission has further asked the question, "What aspects of the educational program bear on the school's failure to provide equal educational opportunity to these youngsters?"

In the final and forthcoming report of the Mexican-American education study, we investigated the relationship between aspects of the curricular program and the low academic achievement of Chicano students. As reported in that document, we found that the placement of Mexican-American children in educational programs taught in a language different from that with which they enter school, and in which the curriculum excludes their cultural background, constitutes a denial of equal educational opportunity to these children.

The main reason for this is that the failure to incorporate the language and cultural background of these students into the educational curriculum is contrary to a basic principle in education. This principle is that the development of sound curriculum must be based on information about the students particular skills, interests, and abilities, as well as information on his family and community.

In the final report of the Mexican-American education study, we strongly recommend the establishment of bilingual-bicultural education or other approaches designed to impart English language skills to non-English speaking students while incorporating into the curriculum the children's native language, culture, and history.

The basic educational principle that curriculum must be based on information about the student's skills, interests, and abilities, as well as his family and community applies to all students.

The Commission has not, to date, conducted a comparable investigation into the educational status of any of the other language minorities. There is reason to believe, however, that any other group of students who enters school with a language and culture different from that of the school program, is entitled to similar language and culture programs.

This would apply, for example, to Puerto Rican students in New York, American Indians on reservations, and Chinese-American students in San Francisco.

Mr. Chairman, there is a critical need in this country for the full development and implementation of language and curricular programs which can provide equal educational opportunities to children of limited English-speaking ability. In the Commission's view, bilingual-bicultural instruction is the most promising of the alternatives to the present monolingual-monocultural system for two reasons.

The first of these reasons is that there are sound educational principles which indicate that bilingual-bicultural instruction has the potential for being an effective method for instructing children of limited English-speaking ability in the conventional academic subjects. By conventional academic subjects, I mean English language arts, and other core academic subjects such as science, mathematics, and history taught through the medium of English.

The sound educational principles include the following:

(1) Using the native language to teach in other subjects allows the education of the child to continue uninterruptedly from home to school, thus preventing his retardation in subject matter while he learns English.

(2) Teaching a child to read first in the language he brings with him when he enters school facilitates his learning to read and write in a second language because the basic skills of reading are generally transferable from one language to another.

(3) Curriculum which incorporates the student's familiar experiences, community, history, and cultural heritage will help build pride and self-confidence in the student, and by being more relevant to the student's personal experiences, heighten his interest and motivation in school.

(4) By integrating the language and cultural background of all students, bilingual-bicultural education reinforces and increases the communication between home and school, thus improving the student's motivation and achievement.

The value of bilingual-bicultural education, however, goes beyond its potential for being a more effective approach to the teaching of conventional academic subjects to children whose English is limited. Bilingual-bicultural education has additional objectives which are important, not only to the ethnic communities involved, but also to the Nation as a whole.

These additional objectives include: developing literacy in the native language for native speakers; developing literacy in a second language for English speakers; fostering of positive attitudes toward self and toward learning; and improving understanding and communication among ethnic groups in this country.

I would like to direct my comments now to the results shown by bilingual-bicultural education to date. Valid comprehensive methodology and instrumentation for the evaluation of bilingual-bicultural education have not yet been developed. Because of this there has been a great deal of misunderstanding and inaccurate interpretation of results. Research and development of evaluation techniques is one of the major needs in bilingual-bicultural education. There are several matters of crucial importance to the assessment of the results of bilingual-bicultural education programs.

First, because bilingual-bicultural education has several major goals an overall evaluation of results must include an assessment of the results obtained in all of the major objectives and not merely in some.

Secondly, bilingual-bicultural education programs need to be implemented for at least 5 or 6 years before a comprehensive evaluation can be begun. This is particularly critical in evaluating impact on English language skills, and on other academic skills as measured by English language tests. Because bilingual-bicultural programs do not introduce English reading and writing until the second or third year it is meaningless to evaluate student performance in these skills until the students have actually had an opportunity to learn English reading and writing.

A third basic concern in the evaluation of program results is the lack of achievement tests and other types of assessment instruments which have been validated for bilingual-bicultural students. Many authorities have pointed out the inherent cultural and linguistic biases, not only in IQ tests, but also in standardized achievement tests. The use of these tests in program evaluation thus raises questions regarding what is actually being measured.

Another area of concern in evaluation is that certain conditions have to be met in order to evaluate the effects of one educational program relative to some other program. In order to compare the effects of bilingual bicultural education with another educational program it is necessary to have a systematic experimental study comparing a group of students who have gone through a bilingual-bicultural program with a comparable control group of students exposed to the other alternative program.

Both groups of students have to be very similar in such characteristics as socioeconomic status, intelligence levels, entry skills in Spanish and English. In addition because numerous other variables enter into the effectiveness of educational programs, valid comparisons would have to control for such things as quality of teacher training and the availability of curriculum materials.

Because of the complexities involved in evaluating bilingual-bicultural education programs, the prerequisites necessary for broad generalizations have not yet been met.

Mr. Chairman, I would like to turn now to some general comments and to some specific recommendations regarding the two bills which have been introduced. These bills contain a number of strong elements which we urge be retained in the legislation that is reported out of this committee. I want to discuss briefly these strong elements.

First, concerted efforts must be directed toward the authorization and appropriation of adequate funds on the federal level if the goals of bilingual-bicultural educational programs are to be attained. In order to assure the continued development of essential components of bilingual-bicultural education, the Federal Government must authorize and appropriate the full amount called for in the Bilingual Education Reform Act—$135 million for fiscal year 1974 and increasing amounts each succeeding year to $250 million by the end of fiscal year 1978.

Appropriations must be increased annually if they are to adequately meet the increased costs due to normal rises in standard of living costs, increased student enrollment and the necessity for completing tasks begun in earlier years.

Moreover, these Federal funds will attest to the Federal Government's commitment to bilingual-bicultural education and will serve to encourage additional funding by State and local governments.

Secondly, we are in full support of the establishment of a Bureau of Bilingual Education within the Office of Education as called for by S. 2552. A Bureau of Bilingual Education separate from, but equal in stature to, other bureaus within the Office of Education will have meaningful input not only into policy and decisionmaking at the top level, but also into those bureaus which biligual-bicultural education will affect such as the Bureau of School Systems and the Bureau of Renewal. This is essential if bilingual education programs are to have a chance to succeed.

Third, the importance of allocating separate resources for the tasks of curriculum development, research, and evaluation, and clearinghouse functions cannot be overemphasized. Research and evaluation are too critical to bilingual-bicultural education to risk their not being accomplished due to insufficient funds. The proposed legislation must include a mandate to conduct research and evaluation and an authorization for at least $10 million so that these tasks can be accomplished.

Fourth, in requiring as a condition for funding that an application for a bilingual program be developed with open consultation and approval by community members, the Comprehensive Bilingual Education Amendments Act of 1973 assures parental involvement in the program's developmental stage.

These requirements will provide for several things: that parents and communities have a choice as to whether they need and want bilingual-bicultural programs; that they can decide the type of program it should be; and that the curriculum will be relevant to the groups served.

Fifth, the specific requirements for State eligibility for the funding of State administrative and coordinating functions as outlined in S. 2553 are extremely important. They require that in order for a State educational agency to be eligible to receive Federal funds, the State must have already made specific commitments to bilingual-bicultural education in legislation and in funding.

Further, by limiting the amount of title VII funds which a State educational agency may receive to 5 percent of the total Federal funds spent on bilingual-bicultural programs within the State, the bill assures that the emphasis of the program remains at the local level.

Sixth, it is critical that some title VII funds be specifically allocated to the training of needed administrative and teaching personnel. The Bilingual Education Reform Act does assure that a substantial portion of title VII funds would be used for staff training by specifying that not less than 35 percent of funds allocated for title VII which exceed $35 million shall be used for training, and by also specifying that from 200 to 500 fellowships shall be granted each fiscal year.

If these staff development provisions are included, we feel it would not be necessary to authorize additional funds for special training programs for State educational agency personnel as is specified in S. 2553.

The seventh point I wish to stress is that there is a great need for bilingual-bicultural education for thousands of adults with limited English-speaking skills. This type of education would provide them with job training and with the necessary language skills they need to participate fully in our society. The Bilingual Education Reform Act helps meet this need by appropriating $40 million for bilingual instruction under the Vocational Educational Act.

Eight, the Commission supports the idea expressed in both bills, of establishing a "National Advisory Council on Bilingual-Bicultural Education." The fact that both bills specify the qualifications of persons to be named to the Council works toward guaranteeing the appointment of qualified persons.

In addition, the specifications in S. 2552, that the Council meet four times a year and submit its own annual report are essential if the Council is to have significant impact into the administration of bilingual-bicultural education at the Federal level. However, we recommend that the proposed legislation make the existence of the

Council coterminous with the existence of the Bureau of Bilingual-Bicultural Education.

There are several specific changes in wording which the Commission recommends. A number of these are concerned with the importance of the cultural component to bilingual-bicultural education. Because of the direction which will be set by the tone of this national legislation, it is important that, in the title and throughout the bill, the term "bilingual-bicultural education" be used instead of "bilingual education." The phrase "bilingual education" can be interpreted as programs which do not incorporate the cultural background of students of limited English-speaking ability. That is not the intent of the legislation.

The significance of incorporating the cultural background of these students into the educational program needs to be equally stressed in the bill's policy statement. For this purpose the five points spelled out in the policy statement in S. 2552 sufficiently emphasize the value of both language and culture to learning, as well as the importance of these resources to the Nation as a whole.

Immediately after these five points are made in the policy statement, however, the wording should read as stated in the policy section of S. 2553. With this change the section will state that Congress declares it to be Federal policy to encourage and provide funds specifically for bilingual-bicultural education.

Another point which we wish to make with respect to culture pertains to the definition of bilingual-bicultural education. Such a definition should include the idea that culture of the nation or area with which the child's native language is associated, but also that culture must be included throughout the program by basing the design of the curriculum on the students' values, interests, and familiar experiences which stem in part, from cultural heritage.

The Comprehensive Bilingual Education Amendment Act does include such wording by stating that one of the components of bilingual-bicultural education is that,

> Instruction is given both in the native language of the child and in English and with appreciation for the cultural heritage of the child in all those courses or subjects of study which are required of a child.

We recommend that this concept of cultural inclusion be incorporated into the definition of bilingual-bicultural education given in the legislation.

Another wording recommendation which we wish to make concerns the use of the phrase "special educational needs of children of limited English-speaking ability."

Senator KENNEDY. Mr. Nuñes, I am just wondering, since these are technical changes, if we could perhaps move on to some of the questions. I do have some questions that I want to ask you. We are going to be pressed for time. I want to give you as great an opportunity as the other witnesses to speak, and I have just a few questions.

Mr. NUÑEZ. If I may, I would like to read the closing paragraph and I will skip the next few pages.

Senator KENNEDY. It will all be included in the record.

Mr. NUÑEZ. The present monolingual-monocultural educational system has by every measure failed the child who comes to school with a different language and cultural background from that of the majority student. Unless appropriate language programs and culturally relevant curriculums are developed and implemented, this Nation's sorry failure to educate children of limited English-speaking ability will go uncorrected. Congress has an opportunity, with this legislation, to make clear to all, our basic national commitment to provide equal educational opportunities to all children.

A Federal program for bilingual-bicultural education, adequately funded and strengthened by important provisions in each of these two bills, will offer new promise to the millions of children for whom equal educational opportunity is not yet a reality.

Senator KENNEDY. I want to first of all at this late hour extend a warm word of welcome to you and your associates this afternoon.

Mr. Chairman, I would like to include at an appropriate place in the record my opening statement. It indicates at least my very firm belief in the importance of our federal system completely fulfilling its commitment to the concept of bilingual-bicultural education.

We have tried in the legislation, as you have outlined in your comments, to move into some additional areas, the training of vocational education as well as adult education.

You know full well, as do the others who will testify here, of the need and support for this legislation. It is written in the Government's own data concerning children and adults in so many different parts of our country. It is collected in the statistics of the U.S. Civil Rights Commission and the Senate Select Committee on Equal Education, and in every study of the adequacy of educational opportunity for children of other cultures.

I know we are going to hear about those who have lived with this problem, so I ask that my statement be included in its entirety in the record. I would like to ask just a few questions of Mr. Nuñez.

Has the Civil Rights Commission attempted to provide any oversight on compliances with the memorandum issued by the Office of Civil Rights in HEW in May 1970 requiring all districts with more than 5 percent national origin minority enrollment to meet the educational needs of these students?

Mr. NUÑEZ. Are you asking do we have a specific program?

Senator KENNEDY. Yes. I think one of our real failings in a wide variety of different social, education, and health programs is our own failure to follow up sufficiently and fulfill our oversight responsibility.

I am just wondering, given this memorandum of May 1970, whether the Civil Rights Commission attempts to provide some oversight.

Mr. NUÑEZ. As a matter of fact, Senator Kennedy, we have a unit that evaluates civil rights enforcement throughout the Federal establishment, and this unit does carry out very intensive investigations as to the civil rights responsibilities of the Department of HEW.

As I understand from our general counsel—and he may want to amplify on this point—we are conducting reviews of this enforcement effort.

Senator KENNEDY. Is there anything you would like to add?

Mr. POWELL. No.

Senator KENNEDY. Could you submit for the record a somewhat more detailed response, as to whether you have seen any oversight on this particular question of enforcement.

Mr. NUÑEZ. On the specific question, yes.

Senator KENNEDY. I refer to the 5 percent national origin minority enrollment in these districts.

Mr. NUÑEZ. We will look into that when we get back.

Senator KENNEDY. If you are doing it, can you tell us what you are doing, the results, et cetera, and if you are not doing it, would you undertake to do so, and if you are not doing it, let us know why not?

I think it would be very useful if we could work out something in this area. I think it would be important.

Mr. NUÑEZ. Fine.

[The information referred to and subsequently supplied follows:]

UNITED STATES COMMISSION ON CIVIL RIGHTS
WASHINGTON, D. C. 20425

STAFF DIRECTOR

November 14, 1973

Honorable Edward M. Kennedy
United States Senate
Washington, D. C. 20510

Dear Senator Kennedy:

The Commission on Civil Rights is pleased to provide the following responses to the questions you posed during the recent testimony of Louis Nunez on S. 2552, "The Bilingual Education Reform Act of 1973," and S. 2553, "The Comprehensive Bilingual Education Amendment Act," before the Subcommittee on Education. The longer version of the Commission's statement responds to several of the concerns you raised, but I did want to provide you with a complete and detailed response to each of your questions.

With regard to the Commission's monitoring of the Department of Health, Education, and Welfare's efforts to bring about compliance with the May 25 Memorandum, we have provided oversight information in two Commission studies.

The sixth Commission report on Mexican American education, which is scheduled for release in February of 1974 contains an analysis of the effectiveness of HEW's efforts to enforce the May 25 Memorandum. The analysis includes a description of the Memorandum's conceptual framework, a history of the Memorandum's development, a description of its application in compliance reviews, and a status report on districts reviewed according to its provisions. While the analysis is not entirely complete, we have tentatively concluded that while compliance standards have improved substantially as a result of the Memorandum's application, HEW's effect on school districts nationwide has been limited, due to the small number of reviews it has conducted and its failure to initiate enforcement proceedings where noncompliance is found.

In addition, the Office of Federal Civil Rights Evaluation is preparing a report on the status of Federal civil rights enforcement activities at the headquarters and regional levels. HEW's efforts to enforce civil rights provisions in elementary and secondary schools will be covered in one of the report's sections.

A major focus of that section will be a description of the impact the May 25 Memorandum has had on HEW's overall compliance program. HEW has expanded the Memorandum's coverage to require equal educational services for black as well as national origin minority group children. The report commends HEW for this approach. Several deficiencies in HEW's enforcement program will also be cited in the report, paramount among them will be shortcomings already noted in the sixth report on Mexican American education.

Your second question asked whether this Commission was convinced that the failure to provide bilingual programs in a school district with a heavy concentration of Spanish speaking students is a violation of Title VI of the Civil Rights Act of 1964.

Title VI is grounded upon the right of the Federal Government to condition its grants of financial assistance with reasonable restrictions. The Commission believes that Title VI imposes an obligation on school districts to provide some kind of language instruction to students of limited English-speaking ability who cannot otherwise meaningfully participate in the educational program which is readily accessible to their English-speaking classmates. We agree with the memorandum of guidelines (May 25, 1970), issued by HEW, clarifying its policy concerning the responsibility of school districts to provide equal educational opportunity to children deficient in English language skills:

> Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students.

The Commission's position is, therefore, that a school district has a duty to provide affirmative assistance to students of limited English-speaking ability, and that to deny this affirmative assistance to those students has the prohibitive effect of excluding them from participation in, denying them the benefits of, and subjecting them to discrimination under the school district's educational program. Failure to provide this affirmative assistance is, therefore, a violation of Title VI.

While stating that some sort of affirmative assistance is an obligation under Title VI, the Commission cannot state that bilingual education is the only program which will meet the needs of all students of limited English-speaking ability. We are presently conducting a study on bilingual-bicultural education, which will describe the present state of its development and will include a discussion of the benefits of the varying alternatives to the present monolingual-monocultural system and will provide some direction for the systematic evaluation of these programs.

Your third question asked whether the Commission had inquired into the responsibility of State departments of education for meeting the needs of Spanish-speaking and other national origin minority students.

The responsibility of State education agencies (SEA) to provide guidance to school districts in the area of equal educational services is covered in this Commission's sixth report on Mexican American education. The report includes an analysis of State laws concerning bilingual education in five Southwestern States, the nature and regulation of programs for the educable mentally retarded, and the emphasis given the development of bilingual-bicultural programs. The Commission found in general that none of the five States have provided sufficient funding to meet the needs of Mexican American children. In addition, no comprehensive guidance has been provided to school districts by any of the five Southwestern States. The Commission recommended the development of requirements by SEA's aimed at ensuring the provision of language and cultural programs, the use of sanctions by States to enforce such requirements, and the increase of Federal support for bilingual-bicultural education programs.

The Commission's Office of Federal Civil Rights Evaluation has not examined State departments of education in its current enforcement effort study. Funds have been set aside in the Commission's budget for a study in the next fiscal year of State civil rights enforcement and State education agencies will be included in that study to the extent that they enforce civil rights requirements. This study, however, is not an annual review of State education agencies, but a review of State agency enforcement of civil rights in several areas, including education. We do not now have the staff or resources to conduct such a study, as you suggested. The Commission is, however, concerned with State enforcement and State educational programming with respect to bilingual-bicultural education. To this end we will sponsor in early March of 1974, shortly after release of the sixth Commission report on Mexican American education, a conference designed to apprise State and local education officials about the report and to encourage action on its recommendations. Attending the conference will be State superintendents of education, school board members, principals, parents and activists in bilingual education from the five States discussed in the reports.

Finally, you inquired about follow-up to our Massachusetts State Advisory Committee Report issued in February, 1972. The findings and recommendations contained in Issues of Concern to Puerto Ricans in Boston and Springfield dealt with several issues including education. In following up the nineteen recommendations on education, the Massachusetts SAC wrote to all the appropriate Federal, State and local officials. I am enclosing some of the relevant correspondence for your information. Additionally, Mr. Alexander Rodriguez, who was Chairman of the Massachusetts' SAC subcommittee which held the open meeting and prepared the report, remained active in legislative efforts which resulted in the passage of House Bill 3575, which made bilingual education mandatory in each school district in the Commonwealth. I would only point out that our follow-up involved several other subject areas, and the Federal and State agencies involved in the report.

The Commission will continue to be supportive of legislation and of bilingual-bicultural education programs. We expect that additional research and data collection will demonstrate the relative merits of various language programs for all children who come to school speaking a language other than English and who have cultural backgrounds different from that of English-speaking students. If you have any further questions, please feel free to have a member of your staff get in touch with me.

Sincerely,

John A. Buggs

JOHN A. BUGGS
Staff Director

cc: Senator Alan Cranston
All Commissioners

Senator KENNEDY. Let me ask you this: Is the Commission convinced that the failure to provide bilingual programs in a school district with a heavy concentration of Spanish-speaking students is a violation of title VI of the Civil Rights Act of 1954?

Mr. POWELL. Certainly I would say, Senator, that it is the view of the Office of Civil Rights of HEW that it would be.

Senator KENNEDY. Can you get a position on that and give it to us?

Mr. NUÑEZ. We will look into it.

Senator KENNEDY. Has the Commission inquired into the responsibility of State departments of education for meeting the needs of Spanish speaking and other national origin minorities students?

Mr. NUÑEZ. No; I do not think we have really focused on the problem of State departments of education. I think our concerns have been primarily with Federal agencies.

Obviously we were looking at that as we expand in our ability to monitor programs, we will have to look at the local level, but in general in the past we have been looking mainly at the Federal agencies.

Senator KENNEDY. It seems to me in understanding the total problem what the States are doing or not doing would be of general interest. Would you take that at least as a suggestion which is made and let us know what kind of response you have to it.

Mr. NUÑEZ. Yes.

Senator KENNEDY. As I understand in May of 1972 the Massachusetts State Advisory Commission disclosed that some 2,500 school-aged Puerto Rican children in Boston alone were not enrolled in school. The Commission issued 19 recommendations. I think it would be useful for any of as to know whether those have been implemented and what the State is doing.

I think it would be worthwhile to commend those States that are really doing well in this area, and I think it would be useful to know the ones that are not doing as well as the ones that are.

I would like to at least be able to get some kind of insight from your group as to how we are doing in my own home State.

Mr. NUÑEZ. We will be happy to provide a status report on this whole issue.

Senator KENNEDY. If you are not doing a review of State education systems, I would be interested in knowing whether you think that would be worthwhile.

Mr. NUÑEZ. I do not think there is any dispute; it is very worthwhile. I would say it is a question of our resources and our present involvement in other programs, and whether we will be able to get into that.

That has been an area of discussion, whether the Commission should go beyond the Federal Government to look at what the State and local governments are doing in this area, and we are moving into this area.

Senator KENNEDY. Give us just your latest thinking on that.

Mr. NUÑEZ. Fine.

Senator CRANSTON. Thank you very much.

Mr. Nuñez, have you made or do you plan to make any in-depth studies of the bilingual needs of Indians in our country?

Mr. NUÑEZ. The Commission just finished a 3-day hearing at the Window Rock Reservation of the Navaho Indians. I was there the first day last week.

I understand in the second and third days we heard quite a bit of extensive testimony regarding the bilingual bicultural needs of American Indians, and I would say in the report of that hearing we will make some very specific recommendations concerning the special educational needs of American Indians.

Senator CRANSTON. Thank you very much. I have no further questions, and I appreciate very much your being with us today.

[The prepared statement of Mr. Nuñez and a statement of the U.S. Commission on Civil Rights follow:]

STATEMENT OF

LOUIS NUÑEZ
UNITED STATES COMMISSION ON CIVIL RIGHTS
S2552 THE "BILINGUAL EDUCATION REFORM ACT OF 1973" AND ON S2553 THE
"COMPREHENSIVE BILINGUAL EDUCATION AMENDMENT ACT"
BEFORE THE
COMMITTEE ON LABOR AND PUBLIC WELFARE, OCTOBER 31, 1973

Mr. Chairman and members of the Committee: I am Louis Nuñez, Deputy Staff Director of the United States Commission on Civil Rights. I wish to express my appreciation and that of my colleagues for giving me the opportunity to testify on S. 2552 the "Bilingual Education Reform Act" of 1973 and on S. 2553 "The Comprehensive Bilingual Education Amendments Act" of 1973. My personal interest in this area is a long term one and goes back to the nine years I spent working for Aspira, A Puerto Rican national educational organization. The Commission has over the last few years undertaken major studies concerning equal educational opportunity and the American Indian, Mexican American and Puerto Rican communities. It is now involved in a study assessing Bilingual Bicultural Education as an approach to guaranteeing equal educational opportunity to children of limited English speaking ability. It is with the information which the Commission has gained from these investigations that we wish to address this Committee today.

The Bills before you today are very significant to the future of equal educational opportunity for the millions of minority children in this country who come to school speaking a language which is not English and with cultural backgrounds which differ from that of English speaking majority students. Current programs have consistently denied these students equal educational opportunity by attempting to force them into educational programs designed culturally and linguistically for English speaking majority students. For these children, bilingual-bicultural education is the most significant and promising alternative to the present forms of education which have failed them. I am defining bilingual bicultural education as an instructional program in which two languages-English and the native tongue-are used as a medium of instruction and in which the cultural background of the students is incorporated into the curriculum. This is distinguished from a program, which may be bilingual, but which fails to incorporate the cultural background of students and, thus, cannot be considered as bicultural.

The proposed legislation is of major significance because it not only proposes continued authorizations for federal funds for Title VII of the Elementary and Secondary Education Act of 1965, but because it also makes provision for the accomplishment of some of the major tasks remaining in the area of bilingual-bicultural education. We have a number of specific recommendations with respect to the bills, but first I would like to explain more fully the basis for the Commission's position that, in order to provide equal educational opportunity to children of limited English speaking ability, we must develop and implement appropriate language programs and culturally relevant curriculum.

Mr. Chairman, millions of American children enter school with insufficient English language skills to progress academically in a school program in which instruction is given in English. What happens to these children when they enter a school in which all instruction is given in English? What happens when these children must face curricular materials and teaching methods which were all designed to be relevant to children from English speaking backgrounds? Through several studies the Commission has reported on the school's dismal record in educating Mexican Americans, Puerto Ricans and American Indian students. Without going into great detail, I would like to point out some of these findings regarding the school's record in educating these youngsters.

In a major survey of schools and districts in Arizona, California, Colorado, Texas and New Mexico conducted by the Commission, it was found that approximately 40% of Mexican Americans who enter first grade in those states never graduate from high school. According to estimates made by school principals, at the 8th and 12th grades fully 40% of Chicano 8th and 12th graders are two or more years behind grade level and about two thirds are reading 6 months or more below grade level.

Similarly, according to several authoritative reports, the Puerto Rican dropout rate is among the highest and their achievement levels among the lowest in the country. According to the New York State Commissioner of Education, the Puerto Rican drop out rate in New York City ranges between 56% to 66%. Further, the Board of Regents of the State of New York reported that in 1971 in a random sample of schools with high concentrations of Puerto Ricans, 81% of the fifth grade and 86% of eighth grade Puerto Rican students in New York City were reading below their grade levels.

Academic achievement of American Indians is documented in the U.S. Office of Education's 1966 nationwide education study commonly known as the "Coleman Report", and also in the New Mexico State Department of Education's Results of the 1969 Assessment Survey: Grades 5, 8 and 11. In both reports the average American Indian student, by the 11th grade, was found to be at least 3 years below the national norm in reading, language ability and mathematics.

As part of the Mexican American Education Study, the Commission has further asked the question "What aspects of the educational program bear on the school's failure to provide equal educational opportunity to these youngsters?" In the final and forthcoming report of the Mexican American Education Study, we investigated the relationship between aspects of the curricular program and the low academic achievement of Chicano students. As reported in that document, we found that the placement of Mexican American children in educational programs taught in a language different from that with which they enter school, and in which the curriculum excludes their cultural background, constitutes a denial of equal educational opportunity to these children. The main reason for this is that the failure to incorporate the language and cultural background of these students into the educational curriculum is contrary to a basic principle in education. This principle is that the development of sound curriculum must be based on information about the students particular skills, interests, and abilities, as well as information on his family and community.

In the final report of the Mexican American Education Study, we strongly recommend the establishment of bilingual bicultural education or other curricular approaches designed to impart English language skills to non-English speaking students while incorporating into the curriculum the children's native language, culture, and history.

The basic educational principle that curriculum must be based on information about the student's skills, interests and abilities, as well as his family and community applies to all students. Therefore, although the Commission has not, to date, conducted a comparable investigation into the educational status of any of the other language minorities, there is reason to believe that, any other group of students who enters school with a language and culture which differs from that of the school program, is entitled to similar language and culture programs. This would apply, for example, to Puerto Rican students in New York, American Indians on reservations and Chinese-American students in San Francisco.

Mr. Chairman, there is a critical need in this country for the full development and implementation of language and curricular programs which can provide equal educational opportunities to children of limited English speaking ability. In the Commission's view bilingual bicultural instruction is the most promising of the alternatives to the present monolingual mono-cultural system for two reasons. The first of these reasons is that there are sound pedagogical principles which indicate that bilingual bicultural instruction has the potential for being an effective method for instructing children of limited English speaking ability in the conventional academic subjects. By conventional academic subjects, I mean English language arts, and other core academic subjects such as science, math and history through the medium of English.

The sound educational principles which underpin the use of bilingual bicultural instruction to improve the achievement of children of limited English speaking ability in conventional academic subjects are the following:

1) using the native language to teach in other subjects allows the education of the child to continue uninterruptedly from home to school, thus preventing his retardation in subject matter while he learns English.

2) teaching a child to read first in the language he brings with him when he enters school facilitates his learning to read and write in a second language because the basic skills of reading are generally transferable from one language to another.

3) curriculum which incorporates the student's familiar experiences, community, history, and cultural heritage will help build pride and self confidence in the student, and by being more relevant to the student's personal experiences, heighten his interest and motivation in school.

4) by integrating the language and cultural background of all students, bilingual-bicultural education reinforces and increases the communication between home and school, which will improve the student's motivation and achievement.

The value of bilingual bicultural education, however, goes beyond its potential for being a more effective approach to the teaching of conventional academic subjects to children whose English is limited. Bilingual bicultural education has additional objectives which are important not only to the ethnic communities involved, but also to the nation as a whole. These additional objectives include: developing literacy in the native language for native speakers; developing literacy in a second language for English speakers; fostering of positive attitudes toward self and toward learning; and improving understanding and communication among ethnic groups in this country.

I would like to direct my comments now to the question of the results shown by bilingual bicultural education to date. Valid comprehensive methodology and instrumentation for the evaluation of bilingual bicultural education have not yet been developed, and because of this there has been a great deal of misunderstanding and inaccurate interpretation of results. Research and development in this area is one of the major needs in bilingual bicultural education. There are several concerns of crucial importance to the assessment of the results of bilingual bicultural education programs.

First of all, because bilingual bicultural education has several major goals, as I have previously discussed, an overall evaluation of program results must include an assessment of the results obtained in all of the major objectives and not merely on some of these.

Secondly, bilingual-bicultural education programs need to be implemented for at least 5 or 6 years before a comprehensive evaluation of their goals can be begun. This is particularly critical with the evaluation of the program's impact on English language skills and on other academic skills as measured by English language tests. Because bilingual-bicultural programs first introduce reading and writing in the native language, and do not begin to introduce English reading and writing until the second or third year, it is meaningless to evaluate student performance on these skills until they have acutally had an opportunity to learn English reading and writing skills.

A third basic concern in the evaluation of program results is the lack of achievement tests and other types of assessment instruments which have been validated for bilingual bicultural students. Many authorities have pointed out the inherent cultural and linguistic biases, not only in IQ tests, but also in standardized achievement tests. The use of these tests in program evaluation thus raises questions regarding what is actually being measured.

Another area of concern in evaluation is that certain conditions have to be met in order to evaluate the effects of one educational program relative to some other program. In order to compare the effects of bilingual bicultural education with another educational program it is necessary to have a systematic experimental study comparing a group of students who have gone through a bilingual bicultural program with a comparable control group of students exposed to the other alternative program. Both groups of students have to be very similar in such characteristics as socioeconomic status, intelligence levels, entry skills in Spanish and English. In addition, because numerous other variable enter into the effectiveness of educational programs, valid comparisons would have to control for such things as quality of teacher training and the availability of curriculum materials.

Because of the complexities involved in evaluating bilingual bicultural education programs, the prerequisites of valid, widespread evaluations necessary for broad generalizations have not yet been met.

Mr. Chairman, I would like to turn now to some general comments and to some specific recommendations on the two bills which have been introduced. These Bills contain a number of strong elements which we urge be retained in the legislation that is reported out of this Committee. I want to discuss briefly these strong elements.

Important Elements of the Bills which the Commission supports:

First, concerted efforts must be directed toward the authorization and appropriation of adequate funds on the federal level if the goals of bilingual-bicultural educational programs are to be attained. In order to assure the continued development of essential components of bilingual-bicultural education, the Federal Government must authorize and appropriate the full amount called for in the Bilingual Education Reform Act--$135 million for fiscal year '74 and increasing amounts each succeeding year to $250 million by the end of fiscal year 1978. The appropriations must be increased annually if they are to adequately meet the increased costs due to normal rises in standard of living costs, increased student enrollment and the necessity for completing tasks begun in earlier years. In addition, these federal funds will attest to the federal government's commitment to bilingual-bicultural education and will serve to encourage additional funding by State and local governments.

Secondly, we are in full support of the establishment of a Bureau of Bilingual Education within the Office of Education as called for by S. 2552. A Bureau of Bilingual Education separate from, but equal in stature to, other bureaus within the organizational structure of the Office of Education will have meaningful input not only into policy and decision making at the top level, but also into those bureaus, such as the Bureau of School Systems and the Bureau of Renewal, which bilingual bicultural education will affect. This is essential if bilingual education programs are to have a chance for success.

Third, the importance of allocating separate resources for the tasks of curriculum development, research and evaluation, and clearinghouse functions cannot be overemphasized. Research and evaluation are too critical to bilingual bicultural education to risk their not being accomplished due to insufficient funds. The proposed legislation must include a mandate to conduct research and evaluation and an authorization for at least $10 million so that these tasks can be accomplished.

Fourth, in requiring as a condition for funding that an application for a bilingual program be developed with open consultation and approval by community members, the Comprehensive Bilingual Education Amendments Act of 1973 assures parental involvement in the program's developmental stage. These requirements will provide for several things: that Parents and Communities have a choice as to whether they need and want bilingual/bicultural programs; that they can decide the type of program it should be; and that the curriculum to be taught in the programs will be relevant to the groups which the programs will serve.

Fifth, the specific requirements for state eligibility for the funding of state administrative and coordinating functions as outlined in S. 2553 are extremely important. They require that in order for a state educational agency to be eligible to receive federal funds, the state must have already made specific commitments to bilingual-bicultural education in legislation and in funding. Further, by limiting funding to the state educational agency to 5% of the total federal funds on bilingual bicultural programs within the state, the bill assures that the emphasis of the program remains at the local level.

Sixth, it is critical that some Title VII funds be specifically allocated to the training of needed administrative and teaching personnel for bilingual-bicultural education. The Bilingual Education Reform Act does assure that a substantial portion of Title VII funds be used for staff training by specifying that not less than 35 percent of funds allocated for Title VII which exceed $35 million shall be used for training, and by also specifying that from 200 to 500 fellowships shall be granted each fiscal year for this purpose. If these staff development provisions are included, we feel it would not be necessary to authorize additional funds for special training programs for State Educational agency personnel as is specified in S. 2553.

The seventh major point I wish to stress is that there is a great need for bilingual bicultural education to be made available to the thousands of limited English speaking adults in this country. This type of education would provide them with adequate job training and with the necessary language skills they need to participate fully in our society. The Bilingual Education Reform Act helps meet this need by appropriating $40 million for bilingual instruction under the Vocational Educational Act.

Eighth, the Commission supports the idea expressed in both Bills, to establish a "National Advisory Council on Bilingual Bicultural Education." The fact that both Bills specify the qualifications of persons to be named to the Council works toward, guaranteeing the appointment of qualified persons. In addition, the specifications in S. 2552, that the Council meet four times a year and that it submit its own annual report are essential if the Council is to have significant impact into the administration of bilingual bicultural education at the federal level. However, we recommend that the proposed legislation make the existence of the Council Coterminous with the existence of the Bureau of Bilingual-Bicultural Education.

SPECIFIC RECOMMENDATIONS ON CHANGES IN WORDING

There are several specific changes in wording which the Commission recommends be made to strengthen the legislation. A number of these are concerned with the importance of the cultural component to bilingual bicultural education. Because of the direction which will be set by the tone of this national legislation, it is important that, in the title and throughout the bill, the term "bilingual bicultural education" be used instead of "bilingual education." The phrase "bilingual education" can be interpreted to refer to programs which do not incorporate the cultural background of students of limited English speaking ability, which is not the intent of the legislation.

The significance of incorporating the cultural background of these students into the educational program needs to be equally stressed in the policy statement to the Bill. For this purpose the five points spelled out in the policy statement in S. 2552 sufficiently emphasize the value of both language and culture to learning, as well as the importance of these resources to the nation as a whole. However, immediately after these five points are made in the policy statement, the wording should read as stated in the policy section of S. 2553. With this change the section will state that Congress declares it to be the policy of the United States to encourage and provide funds specifically for bilingual-bicultural education.

Another point which we wish to make with respect to culture pertains to the definition of bilingual bicultural education. Such a definition should include the idea that culture must be incorporated, not only through a study of the history and culture of the nation or area with which the child's native language is associated, but also that culture must be included throughout the program by basing the design of the curriculum on the students' values, interests and familiar experiences which stem in part, from his cultural heritage. The Comprehensive Bilingual Education Amendment Act does include such wording by stating that one of the components of bilingual-bicultural education is that, "instruction is given both in the native language of the child and in English and with appreciation for the cultural heritage of the child in all those courses or subjects of study which are required of a child." (emphasis added) We recommend that this concept of cultural inclusion be incorporated into the definition of bilingual-bicultural education given in the legislation.

Another recommendation on wording which we wish to make concerns the use of the phrase "special educational needs of children of limited English speaking ability." The use of the word "special" in this phrase reflects the notion that there is something inherently wrong with these children which must be compensated by the school. In fact, the need of these children to understand what is being said in the classroom is not a "special" need, but rather, a basic need which is common to all children. Also, the need of these children to be able to relate to the cultural content is not a "special" need, but rather a basic need, which they share with all children. For this reason I would encourage this Committee to replace the word "special" with the word "basic" in every phrase the phrase "special educational needs" is used throughout the Bill.

The proposed legislation should also be worded in order to avoid establishing "English speakers" as a category in addition to that of "children of limited English speaking ability." The conceptual difficulty such classification will incur for those who will have to administer Title VII stems from the fact that these categories are not mutually exclusive. Although for purposes of simplification such phrases as "dominant in Spanish" and "dominant in English" are often used, the reality is that bilingualism is an extremely complex phenomena for which there is an absence of assessment instruments making it both theoretically and practically difficult to classify children as "English speakers." For example, is a child who speaks English sufficiently in some contexts, but not others, an "English speaker?" This problem can easily be avoided if the proposed legislation would simply use the phrase "children who are not of limited English speaking ability" instead of "English speakers." This change we have recommended will avoid administrative problems caused by the provisions proposed by both of the bills which permit the voluntary enrollment of "English speaking" children who wish to participate in a bilingual-bicultural education program.

In both bills, the sentence following this caluse providing for voluntary enrollment is a clause which sets a 50% limit on the number of such "English speaking" children who do voluntary participate in a bilingual-bicultural program. The obvious intent of these clauses is to prevent bilingual-bicultural programs from becoming dominated by children who have no English language difficulties. We support this intent. However, we urge that instead of applying to "English speakers" the phrase read as follows: "In no case may the number of children who do not share the same cultural heritage as the children of limited English speaking ability constitute more than 50 percentum of the total number of children participating in a particular bilingual-bicultural program. Such wording properly emphasizes the cultural inputs of bilingual bicultural programs, avoids difficulties in categorizing children, yet still prevents the program from being abused.

Further, we suggest that this same clause be followed by a provision which allows for a local educational agency to pay the total per pupil expenditures of any child over the 50% cut off who does not have the same cultural heritage as the children of limited English speaking ability. A provision to this effect would promote integrated bilingual-bicultural programs.

Also, there is a provision in S. 2553 which requires that a local educational agency, in order to be eligible for funds, must include as program participants children of limited English speaking ability enrolled in non-profit private schools in the area to be served. This should not be a condition to the local educational agency receiving funds.

The present monolingual educational system has by every measure failed the child who comes to school with a different language and cultural background from that of the majority student. Unless appropriate language programs and culturally relevant curricula are developed and implemented, this Nation's sorry failure to provide equal educational opportunities to children of limited English speaking abilities will go uncorrected. Congress has an opportunity, with this legislation, to make clear to all, our basic national commitment to provide equal educational opportunities to all children.

A federal program for bilingual bicultural education, adequately funded and strengthened by important provisions in each of these two Bills, will offer new promise to the millions of children for whom equal educational opportunity is not yet a reality.

Thank you. If you have any further questions I will be glad to answer them.

UNITED STATES COMMISSION ON CIVIL RIGHTS ON S. 2552 "THE BILINGUAL EDUCATION REFORM ACT OF 1973" AND ON S. 2553 "THE COMPREHENSIVE BILINGUAL EDUCATION AMENDMENTS ACT" BEFORE THE COMMITTEE ON LABOR AND PUBLIC WELFARE, OCTOBER 31, 1973

We welcome the opportunity to testify before this Committee on S. 2552, the "Bilingual Education Reform Act of 1973", and on S. 2553, the "Comprehensive Bilingual Education Amendments Act of 1973." These bills are very significant to the future of equal educational opportunity for the millions of minority children in this country who come to school speaking a language which is not English and who have cultural backgrounds different from that of English speaking students. Current programs have consistently denied these students equal educational opportunity. They have attempted to force these children into educational programs designed culturally and linguistically for English speaking students.

For these minority children, bilingual-bicultural education is the most significant and promising alternative to the present forms of education which have failed them. We define bilingual-bicultural education as an instructional program in which two languages--English and the native tongue--are used as a medium of instruction and in which the cultural background of the students is incorporated into the curriculum.

The passage of the 1967 Bilingual Education Act was, indeed, a significant step in beginning to change the record of our educational failure with respect to students whose first language is not English by giving Federal support to educational programs designed to be truly relevant to their language and cultural backgrounds. However, the passage of Title VII of the Elementary and Secondary Education Act was meant to be only a first step. As very few bilingual programs were actually in existence in the U.S. at the time of passage of the Bilingual Education Act, Title VII was funded primarily as a developmental program. Before bilingual education could be fully implemented it was necessary first to begin development of vital components of the program. Foremost among these were development of curricular materials, adaptation of instructional methods, and training of staff. In the four years that have passed since, a good deal has been accomplished in all of these areas, almost totally through the use of Title VII funds. However, much yet remains to be done before bilingual-bicultural education will be a real educational alternative for the child of limited English speaking ability.

The "Bilingual Education Reform Act" and the "Comprehensive Bilingual Education Amendments Act of 1973" introduced by Senators Kennedy, Cranston, and Montoya are of major significance because they not only propose continued authorizations for Title VII, but because they also make provision for accomplishment of the major tasks remaining in this area of bilingual-bicultural education. We have a number of specific recommendations with respect to the bills.

But first we would like to explain that we take the position that in order to provide equal educational opportunity to children of limited English speaking ability, we must develop and implement appropriate language programs and culturally relevant curriculum. In addition, I would like to point out what we see as the benefits to the country of the bilingual-bicultural instructional approach.

Millions of American children enter school with insufficient English language skills to progress academically when instruction is in English. Although the exact total number is not known, we do have estimates for some of the major ethnic groups in need.

According to the 1972 U.S. Census, of approximately 4.5 million children of Spanish origin in the U.S. under 20 years of age, fully 64 percent speak Spanish in their homes. A recent Office of Education survey estimates that approximately 300,000 Indian children are enrolled in elementary and secondary schools. According to the Center for Applied Linguistics, 20 percent of all Indian children ages 6-15 years have a dominant language other than English. Among Navajos, who constitute the largest of the Indian groups, about 55 percent of children ages 6-15 years enter school speaking primarily, or exclusively, Navajo. An official estimate made for the HEW Office of Asian Affairs shows that approximately 63,000 Asian American children are in need of bilingual-bicultural education. In addition the 1970 census reports on the total number of persons whose mother tongue is not English. Although this information is not categorized by age, it does give some indication of the need among other language groups. Among persons reporting another language as a mother tongue were: French, 2.6 million; Portuguese, 365,000; and Italian, 4.1 million.

What happens to children whose English is limited when they enter a school in which all instruction is in English? What happens when these children must face curricular materials and teaching methods which were all designed specifically for English speaking children? In all of our studies of these questions the Commission has found that our schools have a dismal record in educating Mexican Americans, Puerto Ricans, and American Indian students. I would like to report some of these findings.

In a major survey of schools and districts in Arizona, California, Colorado, Texas, and New Mexico we found that approximately 40 percent of Mexican Americans who enter first grade in those States never graduate from high school. According to estimates made by school principals at the 8th and 12th grades fully 40 percent of Chicano 8th and 12th graders are 2 or more years behind grade level. About two-thirds are reading 6 months or more below grade level.

Several authoritative reports show that the Puerto Ricans in New York City have astoundingly high dropout rates and that their achievement levels are among the lowest in the City. According to the New York State Commissioner of Education, who submitted a statement at the Commission's New York Hearing, the Puerto Rican dropout rate in New York City ranges between 58 and 66 percent. Further, the Board of Regents of the State of New York reported that in a 1971 random sample of schools in New York City with high concentrations of Puerto Ricans, 81 percent of the fifth grade and 86 percent of eighth grade Puerto Rican students were reading below their grade levels.

The low academic achievement of American Indians is documented in the U.S. Office of Education's 1966 "Coleman Report" and in the New Mexico State Department of Education's Results of the 1969 Assessment Survey: Grades 5, 8 and 11. In both reports the average American Indian student, by the 11th grade, was found to be at least 3 years below the national norm in reading, language ability, and mathematics.

As part of the Mexican American Education Study, the Commission asked the question: "What aspects of the educational program bear on the school's failure to provide equal educational opportunity to these youngsters?" In the final and forthcoming report of the Mexican American Education Study, we investigated the relationship between aspects of the curriculum and the low academic achievement of Chicano students. We concluded that the placement of Mexican American children in educational programs taught in a language different from that with which they enter school, and in which the curriculum excludes their cultural background, constitutes a denial of equal educational opportunity. The main reason is that the failure to incorporate the language and cultural background of these students into the curriculum is contrary to a basic principle in education. This principle is that the development of sound curriculum must be based on information about the student's particular skills, interests, and abilities, as well as information on his family and community.

The Commission's Mexican American Education Study has documented the extent to which the schools disregard this basic principle and how the exclusion of the language and cultural heritage from curriculum content, textbooks, and other instructional materials works to deny Mexican Americans the same opportunity to succeed in school as their Anglo counterparts. In the final report of this study, we strongly recommend establishment of bilingual-bicultural education or other approaches designed to impart English language skills while incorporating into the curriculum the children's native language, culture, and history.

The basic educational principle that curriculum must be based on information about the student's skills, interests, and abilities, as well as on his family and community, applies to all students. The Commission has not, to date, conducted a comparable investigation into the educational status of any other language minority. There is reason to believe, however, that any other group of students which enters school with a language and culture different from that of the school program is entitled to similar language and culture programs. This would apply, for example, to Puerto Rican students in New York, American Indians on reservations, and Chinese-American students in San Francisco.

Policymaking bodies at the Federal and State levels have taken a similar position on the right of children of limited English speaking ability to appropriate language programs in the schools. As a condition for receiving Federal Funds, HEW enforcement policies for Title VI of the Civil Rights Act of 1964 require school districts with children of limited English speaking ability to implement programs to meet their language needs. In a memorandum dated May 25, 1970, issued nationally to all school districts with 5 percent or more national origin minority students, HEW set out four requirements for compliance with Title VI. One of these reads: "Where inability to speak and understand the English language excludes national origin minority group children from effective participation in the educational program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students."

As of February 1 of this year, HEW had completed compliance reviews of 29 districts with regard to the provision of equal educational services to national origin minority students, as set out in the May 25 memorandum. Almost all of the 29 districts were found to be out of compliance for failing to implement language programs for students of limited English speaking ability. These districts were required to submit a compliance plan which would include bilingual education or other curricular programs to provide for the language and cultural background of these students.

Several States have also recognized the right of children whose principal language is not English to an educational program which incorporates their native language. Two States have passed legislation requiring school districts to implement language programs for such students and have specified that the programs be bilingual education. They define bilingual education as programs in which instruction is given in the native language, as opposed to language programs designed solely to teach the children English.

In 1972 the Massachusetts legislature passed a bill which required every school district with 20 or more children of limited English speaking ability to institute bilingual instruction. The new law also provided for the State to cover any costs of bilingual education that exceed the average per pupil expenditure in each locality.

This year the Texas legislature has passed a similar law. It requires every school district with an enrollment in each grade of 20 or more children of limited English speaking ability to institute a bilingual program. This must include content instruction in both the native language and in English, reading and writing in the native language, and instruction in the history and culture of the language minority children.

Furthermore, the constitutional right of children of limited English speaking ability to language programs, and specifically to bilingual education programs, may be currently emerging in the courts. The question of whether the absence of bilingual-bicultural education denies children of limited English speaking ability equal protection of the laws, as guaranteed by the Fourteenth Amendment, has been ruled upon in a few district court cases. So far the rulings are inconclusive, since useful precedent has been set on both sides of the issue. The Constitutional question is now on appeal before the Supreme Court in Lau v. Nichols in which the plaintiffs are Chinese speaking students seeking special language services from the San Francisco Unified School District. The case is scheduled to be heard by the Supreme Court this fall or winter.

There is a critical need in this country for full development and implementation of language and curricular programs which can provide equal educational opportunities to children of limited English speaking ability. In the Commission's view bilingual-bicultural instruction is the most promising of the alternatives to the present monolingual-monocultural system for two reasons.

First, there are sound educational principles which indicate that bilingual-bicultural instruction has the potential for being an effective method for instructing children of limited English speaking ability in the conventional academic subjects. By conventional academic subjects I mean English language arts and other core academic subjects, such as science, mathematics, and history taught in English.

The educational principles which support the use of bilingual-bicultural instruction to improve the academic achievement of language minority children are:

1. Using the native language to teach other subjects allows the child's education to continue uninterruptedly from home to school. This permits immediate progress in concept building and learning subject matter rather than postponing these important areas until a second language is learned. It thus eliminates the situation which leads to such unsound practices as requiring non-English speakers, as a matter of course, to repeat the first grade to learn more English -- a practice the Commission found commonly used in the five Southwestern States with regard to Mexican American children.

2. Teaching a child to read first in the language he brings with him facilitates his learning to read and write in a second language because the basic skills of reading are generally transferable from one language to another. Many linguists and educators hold as axiomatic that the best medium for teaching is the mother tongue. To quote Drs. Troike and Saville of the Center for Applied Linguistics: "Recent experiences in many places prove

that an equal or better command of the second language is achieved if school begins with the native language as a medium of instruction and introduces the second language gradually."

3. Curriculum which incorporates the students' familiar experiences, community, history, and cultural heritage will help build pride and self confidence in the student, and by being more relevant to the student's personal experiences heighten his interest and motivation in school. This principle is one the Commission has stressed in its recommendations on Mexican Amrerican education. Because language is so much a part of culture, a program which utilizes the child's native tongue can more fully incorporate his or her cultural background. Other language programs, designed simply to impart a knowledge of English to non-English speaking students are not as likely to successfully foster personal identification and self-worth in language minority students.

4. By integrating the language and cultural background of all students, bilingual-bicultural education reinforces and increases the communication between home and school. When schools communicate with parents in a language they can understand, when parental input into school programs is solicited and efforts are made to include parents in school activities, they will become more responsive and will play a more active role in the education of their children. This in turn will have a positive effect on the students' motivation and achievement.

Altogether, the principles which underpin the use of bilingual-bicultural instruction for teaching conventional academic subjects to limited English speakers reflect the simple, but basic, notion that the school curriculum will be more effective if it is designed to accept and build upon those characteristics and skills with which a child enters school. This is in contrast to the view that the cultural characteristics and language skills of the language minority student are of no particular academic value and that the student must be changed to fit the predesigned curricula.

The value of bilingual-bicultural education, however, lies in more than helping language minority students raise their achievement in conventional academic subjects. Bilingual-bicultural education has additional objectives which are important, not only to the ethnic communities involved, but to the Nation as a whole.

Bilingual-bicultural instruction is also geared to developing literacy in the native language, both for native speakers and for English speakers enrolled in the programs, for whom it is a second language. The value of being able to speak, read, and write in a language other than English is recognized in this country as a personal advantage and as an important national resource for our relationships with other countries. This is attested to by the millions of public and private dollars that go into second language instruction in the United States yearly.

Of the methods commonly used to teach a second language, it is evident that bilingual-bicultural instruction offers certain advantages from an educational standpoint. First, it deals with children, who generally have greater facility than adults for learning languages. Secondly, it seeks to develop literacy among persons who already speak the language. Third, it aims to teach English speakers a second language by making maximum use of their association with their peers and with teachers who speak the language as a first tongue.

Moreover, as language is so closely related to identity and self determination among ethnic groups, the value of bilingual-bicultural education in offering the option of language maintenance to ethnic communities, concurrent with English instruction, must be stressed. If a minority community views development of reading and writing skills in their native language as a valid academic goal for their children, they should be allowed the option of including this in the educational program.

In addition to teaching native language literacy, bilingual-bicultural education emphasizes two further noncognitive objectives. The fostering of positive student attitudes toward self and toward learning is viewed, not only as a means to improve student achievement, but also as an important objective in itself. This is of particular importance to minority children, for whom negative attitudes toward self, nurtured during the school years, often continue to diminish their opportunities for success long after he or she has left school. Similarly, the importance of promoting positive student attitudes toward learning goes far beyond the immediate effect on achievement in school, for attitudes toward learning will significantly effect the individual's later opportunities for personal growth and career advancement.

Another, longer range goal of bilingual-bicultural education is improved understanding and communication among ethnic groups in this country. Much of the prejudice, mistrust, and hostility among ethnic groups is rooted in the inability to understand and accept differences among racial and ethnic groups. Integrated bilingual-bicultural programs promote the sharing of two languages and two cultures and, thus, offer hope for improving understanding and group perceptions in the communities involved. This Commission has, on many occasions, stressed the importance for the future of our society of fostering in our schools an atmosphere where ethnic groups can work together in harmony with respect for each other's differences.

To summarize, in the Commission's view, bilingual-bicultural education offers an opportunity to move toward these other significant objectives as well as to improve achievement in conventional academic subjects.

I would like to direct my comments now to the results shown thus far by bilingual-bicultural education. Valid comprehensive methodology and instrumentation for the evaluation of bilingual-bicultural education have not yet been developed. Because of this, there has been a great deal of misunderstanding and inaccurate interpretation of results. Research and development of evaluation techniques is one of the major needs in bilingual-bicultural education. There are several matters of crucial importance in assessing results.

First, because bilingual-bicultural education has several major goals, an overall evaluation of results must include an assessment of the results obtained in all of the major objectives and not merely in some.

Secondly, bilingual-bicultural education programs need to be implemented for at least 5 or 6 years before a comprehensive evaluation can be begun. This is particularly critical in evaluating impact on English language skills, and on other academic skills as measured by English language tests. Because bilingual-bicultural programs do not introduce English reading and writing until the second or third year it is meaningless to evaluate student performance in these skills until the students have actually had an opportunity to learn English reading and writing.

A third basic concern is the lack of achievement tests and other types of assessment instruments which have been validated for bilingual-bicultural students. Many authorities have pointed out inherent cultural and linguistic biases, not only in IQ tests but also in standardized achievement tests. The use of these tests thus raises questions regarding what is actually being measured.

Another concern is that certain conditions have to be met in evaluating the effects of one educational program relative to some other program. In order to compare the effects of bilingual-bicultural education with another educational program, it is necessary to have a systematic experimental study comparing a group of students who have gone through a bilingual-bicultural program with a comparable control group of students exposed to an alternative program. Both groups of students have to be very similar in such characteristics as socioeconomic status, intelligence levels, and entry skills in the native language and English. Since numerous other variables enter into the effectiveness of educational programs, there would have to be controls for such things as the quality of teacher training and the quality of curriculum materials.

Because of the complexities involved in evaluating bilingual-bicultural education programs, the prerequisites necessary for broad generalizations have not yet been met.

I would like to turn now to some general comments and specific recommendations regarding the two bills being discussed. The bills contain a number of strong elements which we urge be retained in the legislation reported out of this Committee.

Important Elements of the Bills Which the Commission Supports:

First, concerted efforts must be directed toward the authorization and appropriation of adequate funds on the Federal level if the goals of bilingual-bicultural educational programs are to be attained. In order to assure the continued development of essential components of bilingual-bicultural education, the Federal Government must authorize and appropriate the full amount called for in the Bilingual Education Reform Act--$135 million for fiscal year 1974 and increasing amounts each succeeding year to $250 million by the end of fiscal year 1978.

Appropriations must be increased annually if they are to meet adequately the increased costs due to normal rises in living costs, increased student enrollment, and the necessity for completing tasks begun in earlier years. Moreover, these Federal funds will attest to the Government's commitment to bilingual-bicultural education and will serve to encourage additional funding by State and local governments.

Secondly, we are in full support of the establishment of a Bureau of Bilingual Education within the Office of Education, as called for by S. 2552. A Bureau of Bilingual Education separate from, but equal in stature to, other bureaus within the Office of Education will have meaningful input not only into policy and decision-making at the top level but also into those bureaus which bilingual-bicultural education will affect, such as the Bureau of School Systems and the Bureau of Renewal. This is essential if bilingual-bicultural education programs are to have a chance to succeed.

Third, the importance of allocating separate resources for the tasks of curriculum development, research and evaluation, and clearinghouse functions cannot be overemphasized. Research and evaluation are too critical to risk their not being accomplished because of insufficient funds. The proposed legislation must include a mandate to conduct research and evaluation and an authorization for at least $10 million, so that these tasks can be accomplished.

Fourth, in requiring as a condition for funding that an application for a bilingual-bicultural program be developed with open consultation and approval by community members, the Comprehensive Bilingual Education Amendments Act assures parental involvement in the program's developmental stage. These requirements will provide for several things: that parents and communities have a choice as to whether they need and want bilingual-bicultural programs; that they can decide what type of program it should be; and that the curriculum will be relevant to the groups served.

Fifth, the specific requirements for State eligibility for the funding of State administrative and coordinating functions as outlined in S. 2553 are extremely important. They require that in order for a State educational agency to be eligible to receive Federal funds, the State must have already made specific commitments to bilingual-biculutral education in legislation and funding. Further, by limiting the amount of Title VII funds which a State educational agency can receive to 5 percent of the total Federal funds spent on bilingual-bicultural programs within the State, the bill assures that the emphasis of the program remains at the local level.

Sixth, it is critical that some Title VII funds be specifically allocated to the training of needed administrative and teaching personnel. The Bilingual Education Reform Act does assure that a substantial portion of Title VII funds will be used for staff training by specifying that not less than 35 percent of funds allocated for Title VII which exceed $35 million shall be used for training, and by also specifying that from 200 to 500 fellowships be granted each fiscal year. If these provisions are included, we feel it would not be necessary to authorize additional funds for special training programs for State educational agency personnel, as is specified in S. 2553.

The seventh point we wish to stress is that there is a great need for bilingual-bicultural education for thousands of adults with limited English-speaking skills. This type of education would provide them with job training and with the necessary language skills to participate fully in our society. The Bilingual Education Reform Act helps meet this need by appropriating $40 million for bilingual instruction under the Vocational Educational Act.

Eighth, the Commission supports the idea, expressed in both bills, of establishing a "National Advisory Council on Bilingual Bicultural Education." The fact that both bills specify the qualifications of persons to be named to the Council works toward guaranteeing the appointment of qualified persons. In addition, the specifications in S.2552 that the Council meet four times a year and submit its own annual report are essential if the Council is to have significant impact into the administration of bilingual-bicultural education at the Federal level. However, we recommend that the proposed legislation make the existence of the Council coterminous with the existence of the Bureau of Bilingual-Bicultural Education.

Specific Recommendations on Changes in Wording

There are several specific changes in wording which the Commission recommends. A number of these concern the importance of the cultural component to bilingual-bicultural education. Because of the direction which will be set by the tone of this national legislation, it is important that in the title and throughout the bill the term "bilingual-bicultural education" be used instead of "bilingual education." The phrase "bilingual education" can be interpreted as meaning programs which do not incorporate the cultural background of students of limited English-speaking ability. In our opinion, that is not the intent of the legislation.

The significance of incorporating the cultural background of these students into the educational program needs to be equally stressed in the bill's policy statement. For this purpose, the five points spelled out in the policy statement in S.2552 sufficiently emphasize the value of both language and culture to learning, as well as the importance of these resources to the Nation as a whole. Immediately after these five points are made in the policy statement, however, the wording should read as stated in the policy section of S.2553. With this change the section will state that Congress declares it to be Federal policy to encourage and provide funds specifically for bilingual-bicultural education.

Another point regarding culture pertains to the definition of bilingual-bicultural education. The definition should include the idea that culture must be incorporated not only through a study of the

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history and culture of the nation or area with which the child's native language is associated, but also by basing the curriculum on the student's values, interests, and familiar experiences which stem in part from cultural heritage. The Comprehensive Bilingual Education Amendments Act does include such wording, stating that a component of bilingual-bicultural education is that "instruction is given both in the native language of the child and in English and with appreciation for the cultural heritage of the child in all those courses or subjects of study which are required of a child." We recommend that this concept of cultural inclusion be incorporated into the definition of bilingual-bicultural education given in the legislation.

Another wording recommendation concerns the use of the phrase "Special educational needs of children of limited English-speaking ability." The word "special" in this phrase suggests that there is something inherently wrong with these children for which the school must compensate. The need of these children to understand what is being said in the classroom is not a "special" need. It is, rather, a basic need common to all children. Also, the need of these children to be able to relate to cultural content is not a "special" need but, rather, a basic need they share with all children. For this reason, we would encourage this Committee to replace the word "special" with the word "basic" wherever the phrase "special educational needs" appears.

The proposed legislation should also be worded so as to avoid establishing "English speakers" as a category in addition to that of "children of limited English speaking ability." The conceptual difficulty such a classification will raise for those who will have to administer Title VII stems from the fact that these categories are not mutually exclusive. Although for purposes of simplification such phrases as "dominant in Spanish" and "dominant in English" are often used, the reality is that bilingualism is an extremely complex phenomena for which there is an absence of assessment instruments, making it both theoretically and practically difficult to classify children as "English speakers." For example, is a child who speaks English sufficiently in some contexts, but not others, an "English speaker?" This problem can easily be avoided if the proposed legislation simply uses the phrase "children who are not of limited English speaking ability" instead of "English speakers." This would avoid administrative problems arising from provisions in both bills permitting voluntary enrollment of "English-speaking" children who wish to participate in a bilingual-bicultural program.

In both bills, the sentence following this voluntary enrollment clause is a clause which sets a 50 percent limit on the number of such "English-speaking" children. The obvious intent is to prevent bilingual-bicultural programs from becoming dominated by children who have no English language difficulties. We support this intent. However, we urge that instead of applying to "English-speakers" the phrase read as follows: "In no case may the number of children who do not share the same cultural heritage as the children of limited English-speaking ability constitute more than 50 percentum of the total number of children participating in a particular bilingual-bicultural program." Such wording properly emphasizes the cultural inputs of bilingual-bicultural programs, avoids difficulties in categorizing children, and yet prevents the program from being abused.

Further, we suggest that this same clause be followed by a provision allowing a local educational agency to pay the total per-pupil expenditure of any child over the 50 percent cutoff who does not have the same cultural heritage as the children of limited English-speaking ability. A provision to this effect would promote integrated bilingual-bicultural programs.

Also, there is a provision in S.2553 requiring local educational agencies, in order to be eligible for funds, to include, as program participants, children of limited English-speaking ability enrolled in non-profit private schools in the area served. This should not be a condition to the local educational agency's eligibility to receive funds.

A final recommendation that we would like to make is the inclusion of the word "preschool" in all sections of the two bills where the phrase "elementary and secondary education" appears, except where this is in reference to the Elementary and Secondary Education Act of 1965. This would give those schools having preschool programs the option of having bilingual-bicultural education at that level.

The present monolingual-monocultural educational system has, by every measure, failed the child who comes to school with a different language and cultural background from that of the majority student. Unless appropriate language programs and culturally relevant curricula are developed and implemented, this Nation's failure to educate children of limited English-speaking ability will go uncorrected. Congress has an opportunity, with this legislation, to make clear to all our basic national commitment to provide equal educational opportunity to all children.

A Federal program for bilingual-bicultural education adequately funded and strengthened by important provisions in each of these two bills will offer new promise to the millions of children for whom equal educational opportunity is not yet a reality.

Senator CRANSTON. We will now hear from the first of four panels that are on the agenda for today's hearing. Our first panel will focus on the overall need for bilingual-bicultural education. The panel consists of Dr. Henry J. Casso, executive secretary, National Education Task Force de la Raza; Hernan La Fontaine, executive administrator, Office of Bilingual Education, New York City; Birgil Kills Straight, executive director, National Coalition of Indian-Controlled School Districts; and Dr. Ling Chi Wang, Department of Asian Studies, University of California at Berkeley.

I know you have name cards but please introduce yourselves for the record.

STATEMENT OF DR. HENRY J. CASSO, EXECUTIVE SECRETARY, NATIONAL EDUCATION TASK FORCE DE LA RAZA; HERNAN LA FONTAINE, EXECUTIVE ADMINISTRATOR, OFFICE OF BILINGUAL EDUCATION, NEW YORK CITY; BIRGIL KILLS STRAIGHT, EXECUTIVE DIRECTOR, NATIONAL COALITION OF INDIAN-CONTROLLED SCHOOL BOARDS; AND DR. LING CHI WANG, DEPARTMENT OF ASIAN STUDIES, UNIVERSITY OF CALIFORNIA AT BERKELEY; A PANEL

DIMENSION OF NEED

Dr. CASSO. First of all, Mr. Chairman and members of the subcommittee, I am Dr. Henry J. Casso, executive secretary of the National Education Task Force de la Raza, which has its national office at the University of New Mexico, Albuquerque, N. Mex.

It may interest you to know that the task force has four regional chair persons. Dr. Jose Cardenas is the director for Texans for Educational Excellence in San Antonio, Tex.; Dr. Roberto Segura is an assistant professor of education in Sacramento State University, Sacramento, Calif.; Dr. Soloman Flores is the director of Spanish-speaking programs for the Chicago State University, Chicago, Ill.; and Dr. Manual Andrade is an assistant superintendent in the Denver school system. The national chairman is Dr. Rupert Trujillo, assistant dean for student affairs, the University of New Mexico, Albuquerque, N. Mex.

The National Task Force de la Raza has as its objective the improving of the quality of education for the Mexican American child in this country.

Mr. Chairman, permit me to give a brief background of myself, not in the spirit of braggadocio but rather in one of providing nothing more than a background and experience from which the remarks presented to you today are given.

It was my privilege to by the first director of education for the Mexican American Legal Defense and Educational Fund in San Francisco, Calif. MALDEF has been involved in very many significant lawsuits dealing with quality education and the Chicano child. It was MALDEF that litigated the historic and extremely important *Portales*, New Mexico lawsuit (1973) which is presently under appeal.

This significant court suit recognized the notion of bilingual bicultural education under the concept of quality education. It is my understanding that the Puerto Rican Legal Defense and Educational Fund is leaning heavily on *Portales* for its own litigation on behalf of Puerto Rican children in New York.

From San Francisco and MALDEF I was fortunate to be able to study and receive my doctorate in education at the school of education, the University of Massachusetts in Amherst. The University of Massachusetts is the largest State teacher training institution in Massachusetts.

I was invited to become a member of that school of education faculty as founder and first director of their school of education undergraduate bilingual bicultural education teacher training program. I also served on the Massachusetts State Advisory for Bilingual Education.

This has relevancy to our concern here today for two reasons: First, Masachusetts, the State of the distinguished Senator Kennedy, here present today, whose legislation we are considering here today, was the first State in the Union to legislate bilingual education.

This example has led to some 11 States following in her footsteps. Second, my own knowledge and experiences outside the southwest have made me realize, through very personal experiences, that there are large populations of other ethnic and language groups in the midwest, the northwest, the north, and the east who not only suffer the educational experiences of the Chicano, but who are likewise in need of the hopes that are embodied in an effective bilingual multicultural education program—the discussion of today.

While in New England, an experience I will always remember, I had the good fortune to be a keynote speaker to educators in Massachusetts, Vermont, Connecticut, and New Jersey.

Finally, as a member of the college of education faculty at the University of New Mexico, Albuquerque, and executive secretary of the National Education Task Force de la Raza, as well as the current chairman of the Mexican American Education Study of the U.S. Commission on Civil Rights, from which you have just heard, these provide a unique vantage point to make the observations and recommendations on this important legislation dealing with an educational strategy and program that offers so much hope to millions of our children and even a hope for a more psychologically sound country, as we enter our 200th year as a nation of many languages and many cultures.

I have been asked to speak to the continued need for bilingual education in the United States, so my remarks will be directed at that particular objective.

In 1965, the National Education Association and the Arizona Education Association sponsored a team of educators to conduct a survey on the "Teaching of Spanish for the Spanish Speaking." The findings clearly pointed out that there was a tremendous need to provide bilingual education. The following recommendations were made as a result of that study:

There is a need for a well-articulated program of instruction from the preschool level to the high school level in the student's native language.

The preparation of teachers for bilingual programs must be based on (a) the personal qualities of the teacher, (b) their knowledge of children and appreciation of the cultural environment of the community from which these students derive, (c) skill in the teaching process, and (d) be bilingual.

Teachers must be recruited from the Spanish-speaking population and young Mexican Americans must be encouraged to pursue teaching as a career.

Curriculum models must be characterized by their diversity so that the needs of students will be met rather than continue to fit the children to the curriculum.

A year later in 1966, as a direct result of the NEA-Tucson survey, a symposium, "The Spanish Speaking Child in the Schools of the Southwest," was convened at the University of Arizona in Tucson. The symposium served as a sequel to the survey and was rightfully qualified as a prolog to action. Six main areas of concern emerged consistently in the interaction among the participants: the need for (a) innovative classroom practices, (b) community participation in the schools, (c) preschool education, (d) university involvement, (e) State legislation for bilingual education, (f) Federal support for bilingual education.

The mandates resulting from the symposium were decisive and unequivocal:

First. Spanish-speaking teachers must be trained in accordance with specific criteria.

Second. The school is an extension of the community and mutual support is imperative.

Third. Universities and colleges must intensify their mobilization of talent.

Fourth. A concerted effort ranging from the local to the national levels of government must be put into motion toward the accomplishments of the complex goals set for the education of the Mexican-American child.

Fifth. A variety of State and Federal funding resources must be vigorously pursued.

Senator Ralph Yarborough, your former colleague, received the fire to go forth and ultimately see through the first legislation on bilingual education as a direct result of "Tucson." As a result, this country has federally funded bilingual programs for some 5 or 7 years since Tucson.

Yes, much gain has been made. There have been some successes. However, it is the position of some of us today, certainly it is mine, that we have not done enough either legislatively nor through appropriation on the National and the State levels. To substantiate my point, perhaps it would be well to examine recent data on bilingual education.

In a report written by Mr. Cris Escamilla, a recent intern in the office of Senator Edward Kennedy, he came up with some startling information much of which was based on his interviews with the persons working on a study of bilingual education at the U.S. Commission on Civil Rights.

Mr. Escamilla stated the following:

> Since 1965, the Congress has taken actions to alleviate the shameful failure of education systems to recognize that not all children speak English.
>
> Spanish, as a language, for example, is spoken by more than 12,000,000 people in this country, and it is estimated that up to 50,000,000 persons speak a language other than English. Congress has recognized that for a large percentage of people, English is a second language and in fact to many, English is not even spoken.

This reality, this country can no longer ignore, educationally, socially, economically, politically, and psychologically. It is a known fact that the programs implemented as a result of the Bilingual Education Act of 1968 have helped Chicanos, Cubans, Puerto Ricans, native Americans, Japanese, Chinese, Portugese, and other students who speak English as a second language.

Although we may be excited over the fact that the bilingual bicultural education projects have expanded since the first national legislation, it is a serious reality that bilingual education is not even scratching the surface. It was found, based on the May 1972 Commission on Civil Rights bilingual study that while 6.5 percent of the schools have bilingual programs, only 2.7 percent of the Chicano student population are reached.

In three States, as an example, Arizona, Colorado, and New Mexico, bilingual programs are reaching less than 1 percent of the Chicano student population. California, your State, Senator Cranston, has bilingual programs in the greater number of schools, 8.5 percent, when compared to other States, but, however, it must be noted that they are reaching only 1.7 percent of its Chicano students.

It must be recognized that the awareness for the need of bilingual-bicultural education programs is growing, is evidenced by the attached report prepared for the forthcoming National Bilingual Institute to be held in Albuquerque, N. Mex., at the end of November, sponsored by the National Task Force de la Raza and NEA, to which we extend an invitation.

This report indicates that over one-half of the States in the Nation presently have either State legislation or a State policy dealing with bilingual education. If we consider the above-mentioned California data, a State which has moved dramatically, yet needs to go a long way, then we can truly conclude that we continue to need a massive national thrust and commitment to allow bilingual education to begin to trickle down to our millions of linguistically and culturally distinct children who need it.

In a word, are we committed to the philosophy and educational strategy of bilingual education, or are we about just providing a sop, a dwindling hope, to placate the howling needs of our communities?

Let us look at what has been happening in the schools, running parallel with this same programmatic educational thrust of bilingual education, keeping in mind it is not reaching sufficient linguistically and culturally distinct children. In the five reports of the U.S. Commission on Civil Rights—Mexican-American Study, each of the reports has documented different aspects of the failure of the schools. Some of these it concludes:

One. To a large degree, Chicano students attend school separated from their Anglo counterparts.

They are isolated by school districts and by schools within individual districts.

They also are underrepresented as teachers and counselors and in decisionmaking positions.

Second. The language and culture of Chicano children are ignored and even suppressed by the schools.

The school curriculum rarely includes programs and courses designed to meet the particular needs of these students. Mexican-American parents are largely excluded from participation in school affairs.

Third. Unequal opportunity in the financing of public schools.

It is concluded that schools that have an enrollment which is predominantly Mexican American are underfinanced in comparison to the schools attended by Anglo children.

Fourth. Failure exists in the quality of interaction between teachers and their students in the classrooms of the Southwest.

The Commission found that many teachers fail to involve Mexican-American children as active participants in the education process.

Many teachers seldom praise or encourage Mexican-American students, make use of their contributions in class, or even ask them questions.

Educational outcomes of the schools of the Southwest as found by the study are:

First. For every 10 Mexican-American students who enter the first grade, only 6 graduate from high school. This contrasts with 9 of 10 for the Anglo counterpart.

Second. The proportion of Chicano students reading 6 months or more below grade level is twice as large as the proportion of Anglos.

Third. By the time Mexican-American students have reached the 12th grade—the 60 percent who have not already dropped out—three of every four are reading below the level acceptable for that grade.

Fourth. They are more than twice as likely to be required to repeat a grade as Anglo students and as much as seven times more likely than Anglos to be overage for their grade.

Senator CRANSTON. Dr. Casso, may I interrupt. Because Senator Kennedy has to return to the Judiciary Committee and then has another committee conference after that, I would like to have Senator Kennedy proceed to ask his questions of you at this time.

Dr. CASSO. We have indicated in the report, Senator, some of each of the major points and have documented some of our observations. We would like to commend each of you Senators particularly for the thrust on teacher training, particularly the thrust on research, particularly on the business of fellowships, and it is all documented here, and we commend you for those particular efforts.

Senator CRANSTON. Thank you very much. I appreciate very much your comments.

Now Senator Kennedy will ask some questions, and we will have your full statement presented in the record.

Dr. CASSO. Senator, I have three attachments that I would like to be made a part of the record, along with the rest of my prepared statement not read.

Senator CRANSTON. Thank you. They also will be made part of the record.

[The prepared statement of Dr. Casso with attachments follow:]

Statement by

Dr. Henry J. Casso, Ed.D.
Executive Secretary
The National Education Task Force
de la Raza
The University of New Mexico
Albuquerque, New Mexico

Before the
Sub-Committee on Education
Committee on Labor and Public
Welfare
United States Senate
Senator Clairborne Pell, Chairman
on Bills - S-2552
S-2553
Wednesday, October 31, 1973

Assisting In This Document:

Sr. Tomas Villarreal, Jr.
Assistant Director for Chicano Education
National Education Association

Mr. Chairman and members of the Sub Committee:

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4. They are more than twice as likely to be required to repeat a grade as Anglo students and as much as seven times more likely than Anglos to be over-age for their grade.

Based on the above outcomes, the Commission outlines what Mexican American parents may expect as their children enter a public school in the Southwest:

1. Their children will be isolated from Anglo Children.
2. Their language and culture will be excluded.
3. Schools to which their children are assigned will be underfinanced.
4. Teachers will treat their children less favorably than Anglo pupils.
5. Forty percent of their children will drop out of school before graduation and those who remain

in school, will achieve less well than their
Anglo classmates.

Yes, that is what is happening. We see Bilingual Bicultural Education as a real hope to do something about this tragedy.

This data and other findings from the Mexican American Study makes it clear that, not withstanding the gains of Bilingual Education, much, much work needs to be done to include thousands, millions of children. Perhaps, it would be well to conclude this portion of my remarks with a statement from the Bilingual Study of the U.S. Commission on Civil Rights:

"Bilingual Education programs, considered by many authorities to be the most beneficial curricular approach for educating the Chicano children, reach a very small percentage of the Chicano student population in the Southwest:

a) Federal funding under Title VII supports programs for less than five percent of the Chicano students.
b) Though all of the five Southwestern states, provide some funding for Bilingual Education, it is estimated that these state funded programs reach less than 2% of the Chicano students in their respective states."

You now can appreciate that, not withstanding the fever for Bilingual Bicultural Education, the cold reality is that based on the Escamilla and U.S. Commission Study that BILINGUAL BILCULTURAL

EDUCATION HAS REACHED NO MORE THAN 2.7% OF THE CHICANO STUDENTS IN THE SOUTHWEST, THAT IS ABOUT ONE STUDENT IN EVERY FOUR.

It is a very safe statement, having personally examined many law suits, HEW/Civil Rights Title VI reviews of school districts, reading testimony from Hearings in New York, Boston, Springfield, Massachusetts, that similar tragic data to this is true for the Puerto Rican, the Portugese, French, Asians, Native Americans and other linguistically and culturally distinct children in this country.

Let me now make some comments about S2552 specifically.

P1 The Title: To improve bilingual and bicultural educational opportunities for children of limited English-speaking ability.

In view of the fact that the present legislation under which Title VII is operating has as its major thrust programs which are pilots, it is my view that this should be considered as merely Phase I in Bilingual Bicultural Education. The word "improve" is rightfully placed since this currently considered bill S2552 is intended to move this country out of the "pilot and experimental stage" and onto Phase II of implimentation and service.

P1 L3-4 That this Act may be cited as the "Bilingual Education Reform Act of 1973.

Title VII of the Elementary and Secondary Education Act of 1965 was and is only the beginning. Much has been learned in these pilot projects. However, the data just presented signify the need for a major reform in the sense that we must shift from pilot concept to implimentation of the best of what has been learned from these pilot programs, some of which are going into their fifth year of operation.

We need, as the legislation suggest, better, more expanded, more inclusive Bilingual Multicultural programs.

P2 L1-2 (1) that there are large numbers of children of limited English-speaking ability;

Throughout the legislation it is recommended the removal of the expression "of limited English-speaking ability" and the inclusion of the phrase "whose native language is other than English".

This phrase not only is more positive toward developing positive self image, but likewise recognizes that other children in our country come to school speaking a language other than English.

P2 L3 (2) that many of such children have a cultural heritage which differs from that of English-speaking persons;

Part One: Many such children

From a Spanish Speaking perspective, it is important to evaluate a remark made by the distinguished Dr. Juan Aragón, director of the Cultural Awareness Center at the University of New Mexico. His remark was given in Boston, Massachusetts at the First Bilingual Education Conference sponsored by the Massachusetts State Department of Education and the Massachusetts State Advisory for Bilingual Education.

"The United States is the fifth largest country with concentration of Spanish Speaking persons".

The rationale that he gives for this statement is the following:

> The 1970 census has identified that there are nine and a half million Spanish surnamed Americans.
>
> However, in those state where there have been recent law suits over the issue of the under counting in the 1970 census, namely California, Texas, and New York, it has been shown that the census was off from 27 to 32 percent.
>
> This being the case, there are about 9 million Mexican Americans alone, if the census if off even a third.
>
> He continued that, it is recognized that there are about 2 million Puerto Ricans. Slightly under 1 million Cubans, about 2 million of all other Spanish Speakiig countries, which brings this figure to around 14 million Spanish Speaking persons.

The five most populated Spanish Speaking Countries are: Mexico having 51 million population; Spain having 34 million; Argentina having 28 million, and Columbia having 22 million. The United States comes next with 14 million followed by Peru.

This information is not as startling as his other observations: "Within 20 years, given the population growth figures, America, North and South America, will be a Spanish speaking hemisphere. Some 182 million people today speak English. Some 174 million speak Spanish. Given the 20 years and the population growth figures, those speaking Spanish will far exceed English in the Americas. Twenty years later S panish could be the most popular sound in the Western world."

The point that stands out for me is, we have not even begun to tap the dormant potentials which lie in the minds, hearts, and lives of the Mexican American Child, as well as all other linguistically and culturally distinct peoples of this country.

Part 2: P2 L4 (2) "which differs from that of English-speaking persons:" Throughout the legislation it is proposed that the legislation use the term "unique" instead of "differs." It is a recognized dynamic in this country that those things which are named or viewed as different are not acceptable. This may sound like a small point, but from there I view the promotion of this educational program, it has major significance for the acceptableness, for the participants as well as the larger society also.

P2 L12 (5) that, in addition, all children benefit through the fullest utilization of multiple language and cultural resources.

Bilingual education must be multicultural, recognizing that there are many linguistic and culturally distinct children in these United States.

We must make it clear that Bilingual education is not only for all Americans but economically and politically, as well. Just as the Spanish speaking student could see a possible future in negotiating issues like Venezuela raising the cost of U.S. crude oil 57%, so to the students of the larger society must have and know this same possibility. Isn't it true that in all negotiations one begins with the respect for the language of the negotiators. And is there no higher form of respect for a language that its use, especially in such sensitive moments in history as mentioned above?

P2 L19 $135,000,000 for the fiscal year ending June 30, 1974.

You and I know that there have been constant efforts to raise the appropriations for Bilingual legislation and that it has been a battle year after year. Even the present appropriation is not what you built into the presently operating Bilingual legislation. If you perceived a need the, and there was, much more does one exist today because more people are aware, sensitive, willing. Their hope must no be let down.

Considered from another point of view, the U.S. Commission on Civil Rights-Mexican-American Education Study points out that because of the practice of grade retention in the Southwest alone, it costs some $90,000,000 per year. Grade retention, in my opinion, is an educational strategy used because of the lack of adequate and quality Bilingual Multicultural education programs.

Looked at yet from another view, in a study which I made of the three law suits dealing with the disproportionate placement of the Mexican American and other linguistically and culturally distinct children in California, it was my conclusion that as of 1971, there were 25,000 misplaced children in classes for the educably mentally retarded. In a report of Dr. F. Sheare, UCLA, it is the opinion of some authorities that the amount of 70% misplacement was going on, which raises the figure of 50% which I was using. Important for you is that putting cost per student from regular funds along with funds received per child for EMR (Special Education) it is estimated that this is costing $37,500,000. One school administrator is quoted in my study as saying "We just do not know what to do with them." (The Mexican American child).

With strong, viable, quality Bilingual Multicultural education which is the thrust of the legislation considered here today, the above two tragic educational situations can be eliminated. In a word, you will impact states to use their local funds, hopefully, in this new alternative educational program.

P4 L 1-4 "bilingual education program means a full-time program of instruction for children (whose native language is other than English) and for English-speaking children, who desire to participate in such programs..."

We highly support this part of the proposed legislation since in too many programs today Bilingual Education is nothing more than an English as a Second Language (ESL) program. It really has not been given its opportunity to work.

If we can cause Bilingual Educatio to be what it should be, I am convienced that the parents of the larger society will want their children to be able to know, speak and respect two languages and cultures. The thrust of a quality Bilingual Multicultural education.

PS L13-14 (ii) In no case may the number of English-speaking children constitute more than 50 per centum of the total number of children participating in a particular Bilingual Education program.

This is excellent since it provides for several important needs:

a) It protects your earlier statement in F (b) (1) (A) p. 4. --the inclusion of the children of the larger society. Unless the sons and daughters of the middle-class and the larger society know, sense and feel that Bilingual Education is beneficial and available for them, it will not meet the success it must have.

b) It provides a guarantee that schools will not isolate, concentrate and alienate the linguistically and culturally distinct child. I have seen this done in my experiences in New England, the Midwest, the Southwest and the Northwest.

This is a valuable protection.

P5 L 16-19 (iii) Children enrolled in a Bilingual Education program shall, if graded classes are used, be placed, to the extent practicable, in classes with children of approximately the same age and level of educational attainment.

Others will speak to this in their statements, however, this is seen as an excellent position, since it addresses itself to a practice which currently is going on, not only in Bilingual Education, but other educational programs as well.

P6 L 1-4....establish, with respect to Bilingual Education minimum requirements regarding pupil/teacher ratios, teacher qualifications and certification, and other factors affecting the quality of instruction offered in such programs.

It has been my experience and observation that many programs do not have qualified, certified teachers. Your legislation will urge school programs to provide for personnel which is prepared to deal adequately with the linguistically and culturally distinct child.

I urge you, continue this portion of the legislation.

P6 L15 (2) (A) (i) (ii) (iii)

I urge you to keep this thrust of the bill since it provides for improvement of training personnel, training institutes, fellowships, all of which will add to the fewness of educational expertise presently existing in Bilingual Multicultural education.

From my perspective and experience, I have found the lack of provisions for teacher and professional training the most woefully wanting part of the present legislation and practice. It is incomprehensible to think that a school system can run a program as sophisticated as Bilingual Bicultural Education without providing trained staff. Too many programs are using only language teachers, or no experienced personnel, or are recruiting in other countries. This is not the solution.

P7 L 4 (1) a Fellowship

This is excellent. I urge you, keep this with whatever effort is required.

P8 L 7 Section 721 (a) There shall be within the Office of Education a Bureau of Bilingual Education:

If Bilingual Bicultural Education is to get where it must, it has to have the position and stature. This provision will help accomplish that.

P9 L17-25 Research

The need for hard data and major findings is the very reason why the National Education Task Force de la Raza and the National Education Association is sponsoring our Bilingual Institute November 28, December 1, in Albuquerque, New Mexico. (May I attach a copy of the agenda for the record?)

P11 L2. Section 723 (a) National Advisory Council

This is a great idea. It is supported and urged to be kept in the legislation.

2676

DIRECTORY
of
STATE PARTICIPATION
in
BILINGUAL/BICULTURAL EDUCATION

October 1973

OFFICE OF SPANISH SPEAKING AMERICAN AFFAIRS

State & Telephone	Director Bilingual Ed.	Source of Information	State Laws on Bil. Ed.		State Laws on file	State Dept. Policy on Bil. Ed.	Other Programs involving Bilingual Students	State prohibits use of language other than English for instruction		Amount implemented for Bil. Ed.
			Yes	No				Yes	No	
Alabama 205-269-7504	None	Joanna Crane		X		None	None		X	None
Alaska 907-274-1645	Ms. Tupu Tulo	James A. Henry		X		None			X	Title VII $100,000 State $700,000
Arizona 602-271-5277	Henry Arredondo	Same	X		Yes	Yes On file			X	State $400,000 ESAA Title VII $250,000 ESEA Title VII $983, 150
Arkansas 501-371-1803	None	C.E. Morris		X		None	None		X	None
California 916-445-2872	Dr. Gilbert Martinez	Same and John Dusel	X			Yes			X	State $6 million Title VII $10.5 million
Colorado 303-892-2271	Bernard Martinez	Same		X		Yes			X	Title VII $900,000 Title III Title I Local funds (amounts not availabl.

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			Yes	No				Yes	No	
Connecticut 203-566-4426	Dr. Kenneth Lester	Same	X		Yes	No			X	Title I State Act for disadvantaged children (amount not avail.) Title VII
Delaware 302-678-4629	None	Dr. Haggerty		X		No	Title I-Migrant Summer Programs One district has bilingual teachers	X		None
D. C. 202-387-8885	Marcelo Fernandez	Same		X		No			X	ESAA $109,000 EPDA $82,000 4 adminis. positions $50,000 19 teachers' salaries $225,000
Florida 904-488-8795	Mr. Perez	Same		X		No	Migrant Programs		X	None
Georgia 404-656-2436	None	Dr. Claude Ivy		X		No			X	None
Hawaii										

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			Yes	No				Yes	No	
Idaho 208-384-2195	None	D.L. Hicks		X		No	Migrant Ed.-$850,000		X	Title VII Sophisticated Ed. Concept $275,000
Illinois 312-793-3850	H. Ned Seeley	Same	X		No	Yes			X	Title VII $600,000 State $6 million
Indiana 317-633-4436	Dr. Carlos de la Garza Mr. Marty Martinez	Dr. Charles Ashmore	X			Yes			X	Will mail
Iowa 515-281-5609	None	Dr. Donald Cox		X		No	Title I-$90,000 Migrant	X		None
Kansas 913-296-3161	None	Kenneth Gentry	X			No			X	None
Kentucky 502-564-3010	None	Wilber Smith		X		No	Migrant--$80,000		X	None
Louisiana 504-389-2591	None	Mrs. Stewart	X		Yes	Yes			X	State FY '73 $ 500.000 FY '74 $1,000,000 ESEA Title VII $546,930 ESAA $451,310
Maine 207-289-3541	None	Ed Booth	X		Yes	No			X	Federal $341,163
Maryland 301-383-3773	Miss Ann Beusch	James A. Sensenbaugh		X		No			X	None

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			Yes	No				Yes	No	
Massachusetts 617-727-5745	None	Robert Jeffery	X		Yes	Yes On file			X	Not avail until Dec.
Michigan 517-373-0160	Jesse Soriano Coordinator	Same		X	Yes	Yes On file			X	Title VII $500,000
Minnesota 612-296-2181	None	Jack Hanson Anne St. Pierre		X	Yes	No	Migrant-$40,000	X		None Title VII $40,000
Mississippi 601-354-6938	None	John O. Eheredge		X		No			X	None
Missouri 314-715-3526	None	John Lawrence		X		No			X	None
Montana 406-449-3095	None	Duane Jackson		X		No	Migrant Title III		X	Title VII 379,259
Nebraska 402-471-2476	None	Mel Nielson		X		No			X	None
Nevada 702-882-7184	None	Edward H. Howard	X		No	No	Title I (indirect) ESL(adult) "		X	None
New Hampshire 603-271-2717	Robert Fournier State Consultant Foreign Langs.	Mary Trider	X		Yes	No			X	Cons. Salary
New Jersey 609-292-3771	Diego Castellanos	Same		X		Yes On file	Title I (individual schools)		X	Title VII $919,374
New Mexico 505-827-2683	Henry Pascual	Director's Sec.	X		Yes	Yes On file			X	State $270,000 ESAA $154,650 Title VII $1,132,021

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			Yes	No				Yes	No	
New York 518-574-8076	Carlos Perez	Same	X		Yes	Yes On file			X	Title I $8-10millio Title II Small amt. Title III $500,000 Title VII $ 4.5 milli State Urban $3 million State Aid $1.5million Tax Levy $7 million
North Carolina 919-829-3703	None	Tora Ladue		X		No		X		None
North Dakota 701-224-2289	None	Sam R. Lacker		X		No	Title I Summer Migrant		X	None
Ohio 614-466-8904	Racheal Dennison Consultant	Same		X		No			X	None
Oklahoma 405-521-3301	None	Earl Cross		X		No			X	Title VII $465,780
Oregon 503-378-3573	Gilbert Anzaldua	Same								
Pennsylvania 717-787-7098	Committee	David T. Chestnut		X		Yes On file			X	Title VII $580,000

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			Yes	No				Yes	No	
Rhode Island 401-277-2681	None	Gerry W. Leonard		X		No		X disre-guarded		ESEA (amt.not available) Federal $440,000 State FY74 $100,000
South Carolina 803-758-1550	None	Sidney Cooper		X		No	Title I--Migrant Summer Programs $592,000		X	None
South Dakota 605-224-3426	None	Morris Paulson		X	Yes	Yes			X	None
Tennessee 615-741-2722	None	John Gaines		X		No			X	None
Texas 512-475-3651	Dr. Severo Gomez Asst. Comm. of Ed. Arturo L. Gutierrez Dir. Special Progs.	A.L. Gutierrez	X		Yes	Yes On file			X	State $2.7 million Title VII $2 million ESSA $1 million
Utah 801-328-5061	Dr. Elliott Howe Dir. Title I and Bilingual Ed.	Same	X		N.	Yes On file.			X	State $450,000
Vermont 802-828-3124	None	Gerard Asselin		X		No			X	Title I $5,000 Title VII
Virginia 804-770-3179	None	Willie H. McCann		X		No	Migrant Summer		X	None

State & Telephone	Director Bilingual Ed.	Source of Information	State Laws on Bil. Ed.		State Laws on File	State Dept. Policy on Bil. Ed.	Other Programs involving Bilingual Students	State prohibits use of language other than English for instruction		Amount implemented for Bil. Ed.
			Yes	No				Yes	No	
Washington 206-753-3760	None	Keith Crosby		X	Yes	Guidelines			X	State $500,000 Title VII $150,000
West Virginia 304-348-2705	None	Helen Saunders		X		No		X		None
Wisconsin 608-266-3079	None	Frank Grittner	X		Yes	Yes			X	Title VII $271,000 Title I $86,000
Wyoming 307-777-7621	None	Paul Soumokil		X		No			X	None

GRANT AWARDS FY'73

Alaska	$ 170,170*
Arizona	983,150
California	8,609,009*
Colorado	940,023*
Connecticut	405,759*
Florida	960,293*
Guam	189,538
Idaho	75,276*
Illinois	570,738*
Indiana	247,987
Louisiana	543,000*
Maine	334,368*
Massachusetts	790,579
Michigan	458,177*
Montana	354,031*
New Hampshire	158,500
New Jersey	819,866*
New Mexico	1,352,509*
New York	4,422,939*
Ohio	120,771*
Oklahoma	458,244*
Oregon	325,640
Pennsylvania	675,275*
Rhode Island	241,098*
Puerto Rico	85,000
South Dakota	130,577*
Texas	6,110,386*
Trust Territory	75,305
Utah	117,832*
Virgin Islands	115,000
Washington	301,347*
Wisconsin	158,913*

From Title VII--Bilingual Education Office

***There are discrepancies between amounts listed here for grants and those reported by some states as Title VII funds implemented for Bilingual Education.**

[From the U.S. Commission on Civil Service Mexican American Education Study]

FINDINGS

I CURRICULUM

1) Information regarding the skills, abilities, and interests of Chicano students are not taken into consideration in developing curricula in Southwestern schools.

2) The Spanish language and dialects of that language spoken in the Southwest, are excluded from the curricula of Southwestern schools.

3) Bilingual education programs, considered by many authorities to be the most beneficial curricular approach for educating Chicano children reach a very small percentage of the Chicano student population in the Southwest.

    (a) Federal funding under Title VII supports programs for less than five percent of the Chicano students.

    (b) Though all of the five Southwestern States, provide some funding for bilingual education, it is estimated that these State funded programs reach less than 2 percent of the Chicano students in their respective States.

4) Textbooks used in the teaching of all courses in Southwestern schools either fail to make reference to Chicano culture, hisotry, and participation in the development of the Southwest, or distort and denigrate that history and culture.

5) Courses of special interest to Chicanos are offered to only a few students in a very few schools. Commission statistics indicate that Mexican American history courses and Chicano studies programs reach only 1.8 percent and 2.3 percent, respectively, of Chicano students in the Southwest.

6) The Federal Government has funded little research to develop innovative curricula programs for Chicanos.

7) Chicanos are grossly underrepresented among officials and staff members in State bodies affecting curricular decisions: legislatures, State Boards of Education, State Superintendents of Education, State Departments of Education, State Textbook Selection Committees.

8) State education policy making bodies have not taken affirmative steps to insure equal educational opportunity for Chicano students.

    (a) Four of the Legislatures in the five Southwestern States have not required bilingual programs for Chicano students nor have they adequately funded any type of language program for Chicanos.

    (b) State Boards and Departments of Education have failed to set statewide guidelines concerning the responsibilities of districts to provide equal educational services to Chicano children.

    (c) Textbook Selection Committees have continued to allow textbooks into Southwestern schools which distort and degrade the image of Chicanos.

9) Chicanos are underrepresented in positions affecting curriculum at the district level: Superintendents, school board members, district professional staff including Curriculum Directors, and teaching staff.

10) Chicano parents are denied input into the development and review of curriculum and materials because:

    (a) schools and districts in general do not solicit input from parents

    (b) schools further discourage Chicano parents' participation by failing to provide for language differences of parents in school board and PTA meetings and in school notices sent to parents.

II STUDENT ASSIGNMENT

A. Grade Retention

1) The rate of grade repetition in the Southwest is high; ten percent of all first graders and more than two percent of all fourth graders are required to repeat these grades.

2) Chicano students are required to repeat grades more than twice as frequently as are Anglo students.

3) The practice of grade repetition in the elementary schools of the Southwest costs about 90 million dollars annually.

4) Although educators who use grade repetition claim the practice aids students with serious academic deficiencies and those whose emeotional development lags far behind their age peers, there is no sound research evidence to indicate that grade repetition is more beneficial for students with serious academic deficiencies or emotional immaturity than is promotion to the subsequent grade.

5) The little sound research available actually suggests that most students with serious academic difficulties will make more gains the following year if promoted than if required to repeat the grade.

    (a) Under current practices neither promotion nor grade retention is an adequate remedy for students with serious academic difficultier; both practices usually leave the student lagging far behind his or her peers.

(b) Effective remedies are dependent on a thorough diagnosis of the students' difficulties and special help tailored to overcome those difficulties, but these services are seldom provided to the students who need them.

6) The diagnosis of emotional immaturity for purposes of grade retention is often done by teachers and principals, both of whom usually lack training for this task; even professional counselors or psychologists often are unprepared to make an informed and unbiased diagnosis of Chicano pupils' level of emotional development because of their lack of knowledge about the Chicano culture and inability to communicate clearly with Spanish speaking students and parents.

B. Ability Grouping

1) Approximately two-thirds of the schools in the Southwest practice some form of ability grouping.

2) Ability grouping is more prevalent in schools where a large proportion of the students are Mexican American.

3) Chicanos are overrepresented in low ability groups and underrepresented in high ability groups. Two and one-half times as many Chicanos are in low ability group classes than in high ability group classes; in contrast, twice as many Anglos are in high ability group classes as in low ability group classes.

4) Two general criteria are used to place students in groups - standarized intelligence or achievement tests and staff recommendations, especially those of the teacher. Both of these methods exhibit language and cultural biases which tend to result in the channeling of Chicano pupils into lower ability groups.

5) Ability grouping results in poorer performance by low ability group students, due partly to the lower expectations of the teacher, and consequently, poorer quality of instruction provided by the teacher.

6) While in theory students may move from one ability group to another from year to year, in reality little mobility occurs once the student is initially placed.

7) Available evidence indicates that students do not benefit psychologically from being placed in a low ability group.

8) Short-term grouping, based on thorough diagnosis and specific prescription for a course of studies can be beneficial to a child. The goal of such grouping is to help the student in specific skill acquisition so that he or she can return to the regular classroom as quickly as possible.

C. Placement in EMR Classes

1) Chicanos are overrepresented in Educable Mentally Retarded (EMR) classes. In Texas and California, they are more than twice as likely as Anglos to be placed in these classes.

2) Arizona, Colorado, and New Mexico maintain no data on EMR enrollment by race or ethnic background.

3) Authorities agree that true mental retardation is manifested by impairments in both intellectual functioning and adaptive behavior. Yet, the second factor, the ability to adapt to one's environment, is generally ignored in the determination of mental retardation in the schools.

4) Many Chicano students placed in EMR classes are likely to be assigned on the basis of inaccurate evaluations.

   (a) Adaptive behavior is not measured.

   (b) IQ tests are inaccurate measures of intelligence for Chicanos.

   (c) Teachers who make evalautions of the intelligence of Chicanos often have little understanding of Chicano culture and may be biased judges of a Chicano student's intelligence.

5) In attempting to meausure intellectual functioning for placement of students in EMR classes, schools rely heavily on the results of IQ tests. However, these tests have been found to be invalid measures of Chicano intelligence because of their inherent linguistic and cultural bias.

6) Students often remain in EMR classes for years without re-evaluation.

7) Because the level of instructional material is geared to a truly mentally retarded student, it is unlikely that a student who is placed in such a class and then returned to the regular classroom will have developed the skills necessary to compete in the regular classroom.

8) Of the five Southwestern States, only Arizona and California have recognized the need for parental approval for placement of their children in EMR classes.

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III. TEACHER EDUCATION

1) Mexican Americans have disproportionately low representation in positions which control or influence teacher preparation programs. They are grossly underrepresented on the faculties of teacher education institutions in the Southwest, on the professional staffs of State Departments of Education in the Southwest, and among the professional employees of the U.S. Office of Education.

2) A very small percentage of the classroom teaching staff in the Southwest is Chicano and this percentage has barely increased in the last four years.

3) Although ethnic data on teacher trainees are not systematically maintained, the underrepresentation of Chicanos both as public school teachers and college students in the Southwest strongly suggest that Chicanos are severely underrepresented as teacher trainees.

4) Very few courses in teacher education institutions include material specifically focused on the backgroung of Chicanos or culturally different students, or on the teaching skills which are particularly suited to these students' learning needs.

5) Teacher preparation programs seldom require trainees to take such courses as cultural anthropology, sociology, ethnic studies, or foreign languages, which would provide them with some understanding of culturally different children and a basis upon which to communicate with such children.

6) Trainees who will later be teaching Chicano youth are seldom afforded practice teaching experiences in schools with substantial numbers of these children.

7) The lack of material about Chicanos in teacher education courses and the trainees' lack of practice teaching experiences with Chicanos result in teacher trainees' not being adequately prepared to teach Chicano students effectively. This inadequacy has been evidenced by large and harmful disparities in the manner in which teachers instruct Chicano and Anglo students in the classroom setting.

IV. COUNSELING

1. In school districts of the Southwest 10 percent or more Mexican American, the overall pupil-counselor ratio is 1,123 to one.
    - (a) In elementary schools, in such districts, the ratio is 3,837 to one.
    - (b) In secondary schools the ratio is 468 to one, almost double the ratio of 250 to one indicated as adequate by the American School Counselor Association (ASCA).
2. Only a small percentage (5.4%) of the counselors in these districts are Mexican American, whereas 28.5 percent of the student enrollment is Chicano.
3. In addition to a heavy student workload, counselors often are overburdened with clerical duties making it difficult for them to devote sufficient time to advising students.
4. Frequently the guidance counselors provide is based on incomplete and inaccurate information obtained from the results of culturally biased achievement tests.
5. Reliance by counselors on the traditional one-to-one method of counseling limits the number of students with whom the counselor can work.
6. Chicanos are grossly underrepresented on the staffs of the various agencies and educational institutions that control or influence the training of counselors.

7. Although ethnic data on counselor trainees are not systematically maintained, the small percentages of all counselors and of all college students who are Chicano strongly suggest that Chicanos are severely underrepresented as counselor trainees.

8. Counselors, nearly all of whom are Anglo, fail to receive the appropriate training in colleges and universities that would enable them to work more effectively with Chicano students.

   (a) State certification requirements fail to ensure that counselors will receive training to enable them to work with minority pupils.

   (b) The curriculum at counselor training institutions fails to include courses relating to the language and culture of Chicanos.

   (c) Counselor trainees have little opportunity to work with Chicano students in performing practice counseling.

9. Three out of the five States in the Southwest require teaching experience as the basic requirement for entrance into counselor education despite the fact that other States have found such experience unnecessary.

A NATIONAL BILINGUAL BICULTURAL INSTITUTE

A RELOOK AT TUCSON '66 AND BEYOND

SPONSORED BY

The National Education Task Force de la Raza

AND

The National Education Association

November 28 – December 1, 1973
Western Skies Motor Hotel
Albuquerque, New Mexico

A RELOOK AT TUCSON '66

Abstract

In 1965, "The Tucson Survey on the Teaching of Spanish to the Spanish-Speaking" posed, perhaps, the first challenge for equal educational opportunities for the Mexican American of the Southwest. The Survey was conducted by leading educators from the Tucson area and sponsored by the National Education Association.

At the heart of the challenge for a more humane emphasis in education for the Mexican American was the unalterable belief that Mexican American children are *not* deficient human beings, but rather that the schools, techniques and materials are deficient and that these *can* and *should* be changed to meet the needs of the Mexican American child.

The NEA-Tucson Survey resulted in the following recommendations which have since served as guidelines for bilingual programs:

> There is a need for a well-articulated program of instruction from the pre-school level to the high school level in the student's native language.
>
> The preparation of teachers for bilinqual programs must be based on: (a) the personal qualities of the teacher, (b) their knowledge of children and appreciation of the cultural environment of the community from which these students derive, (c) skill in the teaching process, and (d) be bilingual.
>
> Teachers must be recruited from the Spanish-Speaking population and young Mexican Americans must be encouraged to pursue teaching as a career.
>
> Curriculum models must be characterized by their diversity so that the needs of students will be met rather than continue to fit the children to the curriculum.
>
> English must be taught as a second language, using appropriate techniques and materials.
>
> Laws which directly or indirectly impede the use of the children's native language in the classroom must be repealed.

In 1966, as a direct result of the NEA-Tucson Survey, a symposium, "The Spanish-Speaking Child in the Schools of the Southwest," was convened at the University of Arizona in Tucson. This Symposium served as a sequel to the Survey and was rightfully qualified as a prologue to action.

The Symposium concentrated on detailing facts about bilingual education, stimulating ideas, offering pertinent suggestions to interested participants, and presenting proposals relative to all levels of education for the Mexican American child. Six main areas emerged consistently in the interaction among the participants: innovative classroom practices, community participation in the schools, pre-school education, university involvement, state legislation for bilingual education, and federal support for bilingual education.

The mandates resulting from the Symposium were decisive and unequivocable:

1. Spanish-speaking teachers must be trained in accordance with specific criteria.

2. The school is an extension of the community and mutual support is imperative.

3. Universities and colleges must intensify their mobilization of talent.

4. A concerted effort ranging from the local to the national levels of government must be put into motion toward the accomplishment of the complex goals set for the education of the Mexican American child.

5. A variety of state and federal funding resources must be vigorously pursued.

In retrospect, the questions posed at the symposium are still valid today: "What are we doing?", "What more can we do?" and "Where are we going?"

A National Bilingual Bicultural Institute

"A RELOOK AT TUCSON '66 AND BEYOND"

INSTITUTE GOALS:

To provide participants with alternatives and options to examine the various aspects of Bilingual Bicultural Education in school settings with high concentrations of Mexican American students, i.e., community involvement, teaching practices, teacher preparation, research, legislation, and court actions.

To provide opportunities for participants to examine current programs and practices of Bilingual Bicultural Education as they influence public education in the United States.

To provide opportunities for participants to acquire greater knowledge, skills, and expertise that will enable them to influence the direction of Bilingual Bicultural Education.

INSTITUTE OBJECTIVES:

To review the rationale, conference activities, and recommendations of the 1966 Tucson conference.

To review the important activities in Bilingual Bicultural Education since 1966.

To demonstrate exemplary Bilingual Bicultural Education programs which have been implemented in school settings with high concentrations of Mexican American students.

To review present and pending state Bilingual Bicultural Education legislation and appropriations.

To review present and pending national Bilingual Bicultural Education legislation and appropriations.

To develop new directions for Bilingual Bicultural Education in American education for the '70s which will lead to national legislation.

INSTITUTE SCHEDULE

WEDNESDAY, NOVEMBER 28, 1973

1:00 PM - 8:00 PM REGISTRATION

8:00 PM - 9:30 PM WELCOME AND INTRODUCTION

OPENING REMARKS:
"An Historical Overview of
Tuscon '66"

Maria Urquides
Tucson Public Schools
Tucson, Arizona

Chairperson, NEA Tucson '66
Survey Report

ADDRESS:
"A U.S. Senator's Perspective of
Bilingual Bicultural Education:
Past, Present and Future"

The Honorable Joseph M. Montoya
United States Senator
State of New Mexico

Co-sponsor of new national
bilingual legislation

9:30 PM - 11:00 PM INFORMAL RECEPTION

THURSDAY, NOVEMBER 29, 1973

8:30 AM - 8:45 AM OFFICIAL WELCOME

The Honorable Bruce King
Governor
State of New Mexico

Sr. Luis Saavedra, Chairman
Albuquerque City Commission
Albuquerque, New Mexico

Dr. Ferrell Heady, President
University of New Mexico
Albuquerque, New Mexico

8:45 AM - 9:15 AM **GENERAL SESSION**

ADDRESS:
"Growth Pains in Bilingual
Bicultural Education Since
Tucson '66"

Sr. Josué M. González
Former Director of Special Studies
U.S. Senate Select Committee
for Equal Educational Opportunity

9:15 AM - 9:30 AM **CAFECITO**

9:30 AM - 12:00 PM **HIGHLIGHTS OF SELECTED BILINGUAL BICULTURAL EXEMPLARY PROJECTS**

A number of projects with 4-5 years experience have been chosen to relate successes and failures. They will be prepared to present major and minor findings in their programs and make recommendations for new state and national legislation. Each session will have a coordinator, facilitator and recorder who will be responsible for synthesizing the information presented for inclusion in an Institute Position Document.

Project demonstrations will be in the following program areas:

1. Pre-School
2. Elementary School
3. Middle School
4. Secondary School
5. Community Colleges
6. Universities
7. Teacher Training in Above Areas

12:30 PM - 2:00 PM **LUNCHEON**

ADDRESS:
"The Role of the Teacher in
Bilingual Bicultural Education:
A National Perspective"

Dr. Helen Wise, President
National Education Association

ADDRESS:
"Bilingual Bicultural Education:
A Necessary Educational Strategy
for American Public Education"

Dr. Rupert Trujillo, Chairman
National Education Task Force
de la Raza

2:00 PM - 3:30 PM WORK LABS:
Major Developments in Bilingual Bicultural Education at National and State Levels (Panel Format)

Information presented will be synthesized and included in the Institute Position Document.

Sessions will be held in the following areas:

1. Legislative Action - a review of the new proposed national and state bilingual legislation.
2. Administrative Action - a review of the significance and impact of the May 25th Memorandum of the U.S. Office of Civil Rights/HEW.
3. Association Action - Bilingual Education and teacher contracts.
4. Court Action - significant law suits surrounding Bilingual Education, quality and equal education.
5. Community Action - the effectiveness of community involvement in bringing about legislative and court actions.

3:30 PM - 3:45 PM CAFECITO

3:45 PM - 5:15 PM WORK LABS: State and Local Action

Development of action plans for implementation

5:30 PM - ? "A JOURNEY INTO A CULTURAL EXPERIENCE" with

Dr. Juan Aragón, Director
Cultural Awareness Center
University of New Mexico

FRIDAY, NOVEMBER 30, 1973

9:00 AM - 10:00 AM GENERAL SESSION

ADDRESS:

"National Trends and Implications for Bilingual Bicultural Education"

Dr. Armando Rodriguez, President
East Los Angeles Community College

10:00 AM - 10:15 AM CAFECITO

10:15 AM - 11:30 AM HIGHLIGHTS OF BILINGUAL BICULTURAL PROJECTS

Simultaneous demonstrations will be held by the following projects:

1. Bilingual Children's Television (BC/TV) Oakland, California
2. Spanish Curriculum Development Center, Miami, Florida
3. Curriculum Adaptation Network for Bilingual Bicultural Education San Antonio, Texas
4. National Multilingual Assessment Program, Stockton, California
5. Title VII Dissemination Center for Bilingual Education, Austin, Texas
6. Materials Acquisition Center San Diego, California
7. "Carrascolendas" - National Bilingual Bicultural Children's Program, Austin, Texas

12:15 PM - 3:00 PM LUNCHEON

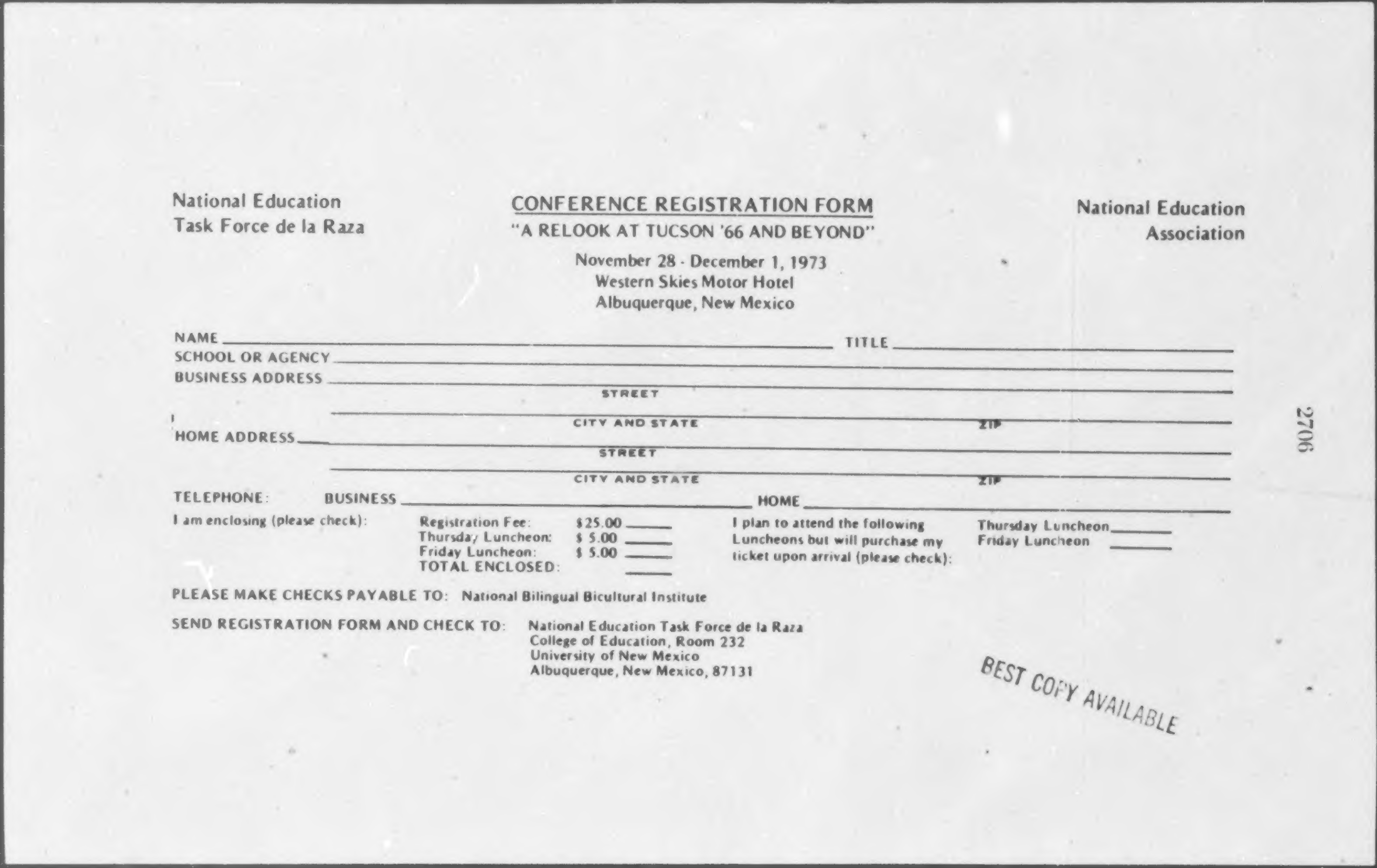
INTERACTION PANEL:
Select U.S. Congressmen Interact on Major Institute Issues with Leaders in Bilingual Bicultural Education

3:00 PM - 3:30 PM CAFECITO

3:30 PM - 4:30 PM	GENERAL SESSION Reports from Thursday Work Sessions continuing the development of the Institute Position Document
4:30 PM - 5:30 PM	WORK LABS Continue the Development of Follow-up Action Plans for Implementation at National, State and Local Levels
8:00 PM	FERNANDO LAMAS

SATURDAY, DECEMBER 1, 1973

9:00 AM - 10:00 AM	GENERAL SESSION Invitations have been extended to key personnel at the U.S. Office of Education and the National Institute of Education for brief presentations and interaction with leaders in Bilingual Bicultural Education
10:00 AM - 11:00 AM	GENERAL SESSION INTERACTION PANEL: Representatives of the following major organizations in American public education have been invited: National Education Association Chief State School Officers American Association of School Administrators National Congress of Parents and Teachers National Association of State Boards of Education National School Boards Association
11:00 AM - 12:00 PM	GENERAL SESSION A. Recommendations B. Action Plans
12:00 PM	CLOSURE AND HASTA LA VISTA!



National Education
Task Force de la Raza

National Education
Association

CONFERENCE REGISTRATION FORM

"A RELOOK AT TUCSON '66 AND BEYOND"

November 28 - December 1, 1973
Western Skies Motor Hotel
Albuquerque, New Mexico

NAME ______________________ TITLE ______________

SCHOOL OR AGENCY ______________________

BUSINESS ADDRESS ______________________
STREET
____
CITY AND STATE ZIP

HOME ADDRESS ______________________
STREET
____
CITY AND STATE ZIP

TELEPHONE: BUSINESS ______________ HOME ______________

I am enclosing (please check):

Registration Fee:	$25.00	____
Thursday Luncheon:	$ 5.00	____
Friday Luncheon:	$ 5.00	____
TOTAL ENCLOSED:		____

I plan to attend the following Luncheons but will purchase my ticket upon arrival (please check):

Thursday Luncheon ____
Friday Luncheon ____

PLEASE MAKE CHECKS PAYABLE TO: National Bilingual Bicultural Institute

SEND REGISTRATION FORM AND CHECK TO:
National Education Task Force de la Raza
College of Education, Room 232
University of New Mexico
Albuquerque, New Mexico, 87131

National Education
Task Force de la Raza

National Education
Association

HOTEL RESERVATION FORM

"A RELOOK AT TUCSON '66 AND BEYOND"

November 28 - December 1, 1973

Western Skies Motor Hotel
P.O. Box 11158
Albuquerque, New Mexico 87112

NAME____

ADDRESS____

CITY____________________ STATE______________ ZIP________

I will arrive on____________ (DATE) at________ (TIME) A.M./P.M. I will depart on____________ (DATE) at________ (TIME) A.M./P.M.

Please reserve as indicated by X:

Single - $10.00____ Twin - $14.00____ Double - $14.00____ Triple - $18.00____ Quadruple - $22.00____

____ I will be sharing with (please provide additional names):

____________________ ____________________

____________________ ____________________

____ I have no preference as to who I share with.

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INSTITUTE PLANNING COMMITTEE

Dr. Henry J. Casso
Executive Secretary
National Education Task Force
de la Raza

Sr. Tomás Villarreal, Jr.
Human Relations Specialist
National Education Association

INSTITUTE COORDINATING COMMITTEE

Dr. Rupert Trujillo
Chairman
National Education Task Force
de la Raza

Mr. Sam B. Ethridge
Director
Teacher Rights Programs
National Education Association

Sr. Antonio Esquibel
National Coordinator
National Education Task Force
de la Raza

Mr. George W. Jones
Manager
Human Relations Programs
National Education Association

Srta. Patricia Sánchez
National Coordinator
National Education Task Force
de la Raza

Mr. Robert E. Harman
Associate Director
Government Relations Programs
National Education Association

Senator KENNEDY. Thank you very much, Senator Cranston.

I think our witnesses here this afternoon should be commended for the development of their testimony. It will be of great value to us in the final drafting of legislation in the committee and I think most particularly when we reach the floor of the U.S. Senate.

As you well understand, Senator Cranston and I do not need much religion on bilingual-bicultural education; we are strong believers in it. What we want to do is to make sure of the impact the legislation is going to have on the other end of the pipeline. Those are the people who are affected by it. This is where I think your particular expertise is helpful. I am hopeful the other witnesses that we have here today will direct their attention to actual problems in the classroom.

Senator Cranston and I began with the very strong conviction that we are not doing enough; that a great deal more needs to be done, and we are committed to doing everything we can to make sure it is done.

Some of these questions we have here are from our colleagues. Therefore we want to be able to develop the record to respond not just to what we think, but to what the people living in these programs believe.

I apologize for having to leave shortly. I hope to get back before the completion of the hearing. We have Mr. Cox before the Judiciary Committee, of which I am a member, and he is covering a great deal of extremely important material at this time.

When we scheduled these hearings, we did not anticipate he would be in this particular situation.

We also have the health maintenance organization legislation which passed the House, passed the Senate, and is in a final conference. Hopefully that legislation will reach out to many of the communities where we are able to develop effective health maintenance organizations in both urban and rural communities.

We are extremely hopeful, Senator Cranston and I, that this bill will have a real impact on the quality of health care throughout the Nation. We are not moving really very far away from the things that are of great interest to the groups that you represent so well.

Let me just say that I believe you are not testifying for bilingual education because you want to speak for your organizations or groups, but you are doing it because it is the right thing for our country, and this is the important thing.

I want to ask some specific questions. Should the Federal programs be altered from a 100-percent grant program to one requiring as a condition a 25-percent State or local share?

That has been suggested. What is your reaction?

Dr. CASSO. My reaction, first of all, if you look at the testimony I have submitted here today, already the national legislation has generated efforts throughout the States and second, a State policy has been implemented, and I would heartily endorse the contributions by those communities and those States.

However, there are some school districts, and some of the people are here today, who could not financially take up this, so a provision would have to be made in those cases. There is a lawsuit presently before the Supreme Court. This is a very critical area in that issue.

Senator KENNEDY. There are a number of school districts that could not get those resources—they are not available to them?

Mr. CASSO. That is true.

Senator KENNEDY. We want to be able to get testimony that there are a number of communities that have the desire and the will but just cannot afford that.

Dr. CASSO. This is my testimony.

Senator KENNEDY. We will hear others that will comment about this.

Second, in your evaluation of the various programs themselves, where would you place the most emphasis, on preschool or elementary school or secondary school?

Dr. CASSO. First of all, if you look at the philosophy of bilingual education, it must permeate from early childhood all the way through the university. The national thrust for the last several years has been chiefly in the preschool programs, and I would suggest that there is a need now to concentrate on the followthrough as those children are going into fourth, fifth, sixth, seventh, and eighth grades, all the way up, otherwise the children are going to run into frustration as they come out of the bilingual programs and go into the regular system.

Senator KENNEDY. You think it is important that the program be across the board rather than in early periods and in secondary schools as well?

Dr. CASSO. Yes.

Senator KENNEDY. Would that be the reaction of the other gentlemen in the panel? [There was general affirmation.]

What can you tell us about the correlation between bilingual education programs or the lack of them and educational performance by the children?

Dr. CASSO. I think that is very evident in the testimony we have submitted here relative to the outcome of the students dealing with the linguistically and culturally different child. I have shown in my testimony not only is this true in the Southwest but likewise in New York, in Boston, in Springfield.

Senator, may I speak to your query a moment ago, I hope it was taken more as a directive, than an inquiry, to the Commission on Civil Rights because our findings indicate that the issue of disproportionate placement of children into EMR classes is across the Nation, and that what is happening is that our children are being placed in classes with the educable mentally retarded. I would suggest it is affecting all children who are linguistically and culturally distinct.

Senator KENNEDY. Do the rest of you agree with that?

Dr. WANG. I fully agree. In fact I was going to cite a couple of examples to you. In fact, it used to be practically unheard of that Chinese students would be school dropouts, having the highest school suspension rate in San Francisco, and high truancy rate and now high juvenile delinquency rates. I think the community has pretty well documented they are pretty well related to the failure of the students to perform in school because of lack of knowledge of the English language.

Mr. LA FONTAINE. I might add we have 20 years of evidence in New York City when we think in terms of the influx, the large influx of Puerto Ricans into New York City and the traditional education system that we have had, we see the mass of dropouts and the failures and the retardation.

I think it is clearly a lack of bilingual education that has led to the plight of these children in the New York school system.

Mr. Kills Straight. Senator, as you know, we have over 250 spoken languages in the Indian culture, and I was not listening to what the gentleman was saying initially, but I would like to point out there is a big discrepancy where these children are concerned when they come to the classroom.

They have to deal only with the English language. In my testimony I have specific recommendations that will address this.

Senator Kennedy. Let me just ask you, Mr. Kills Straight, under the existing law, title VII, has it been implemented to permit tribes or nonprofit groups affiliated with tribes to handle this matter?

Mr. Kills Straight. I believe throughout the country out of the over 250 tribes I am talking about—I just point out the fact that we need more.

Senator Kennedy. What has been your experience as far as the groups acting as educational agencies to handle the programs? Have the tribes been doing that or nonprofit groups? Have you had problems in this area?

Mr. Kills Straight. Yes, we have.

Senator Kennedy. Will you, in your testimony, make some recommendations of what can be done to respond to that?

Mr. Kills Straight. Yes. I would also like to point out that to go through the Bureau of Indian Affairs is really—by the time the money reaches the communities, quite a bit has been taken by the administration.

We have problems about the fact of local education groups, nonprofit groups, the contract schools, the schools that are directly dealing with Indian education—we have problems where the Bureau of Indian Affairs has used this money for general operating purposes. There is the fact that they would rather listen to the politicians instead of the local Indians.

Senator Kennedy. You are going to develop that a little in your other testimony?

Mr. Kills Straight. Yes; and I would also like to have after this question-and-answer period, several people who are knowledgeable in this area—more than I am—respond to that. They are sitting back of me now.

Senator Kennedy. Before leaving, I just want to welcome some of my constituents who will be testifying: Mr. Ernest Mazzone, who is director of the Massachusetts Office of Bilingual Education; Mr. Alex Rodriguez, who is chairman of the Massachusetts Advisory Commission on Bilingual Education; and Mr. John Carrero who is director of the title VII program in Fall River, Mass.

I want to extend a welcome to you gentlemen. I will make every effort to be back with you a little later in the afternoon.

Senator Cranston. Thank you very much, Senator Kennedy.

Senator Dominick, we welcome you to the committee.

SENATOR DOMINICK'S INTRODUCTORY STATEMENT

Senator Dominick. Thank you, Senator Cranston. I just want to express my pleasure that these hearings are being held, as one of the first Republican sponsors of the original Yarborough bill. I have been interested in this bilingual education program from the very beginning.

There are, however, some questions which I believe are worth while. I believe your statement here indicates there are some 200 foreign languages which are spoken in the United States besides English, if that is a foreign language, and in many cases I think it is.

Second, I would say in my own State we found to our total surprise that there are 84 different types of languages which are spoken amongst people there while visiting their families or their neighbors. This, as you probably know, has been one of the downfalls of the country of India.

India found itself unable to converse back and forth between its districts, and in fact it became so difficult that they had to adopt the language of the province of Bombay before they could talk to each other. So India now has one language as a common language, and it is English.

This is really quite interesting and quite dramatic. It was taken away, I think, under Premier Shastri and is now back under Indira Ghandi.

I would say to you here there is not any doubt in my mind that we ought to have bilingual education at least for the Spanish-speaking group in the country. Obviously, we cannot have bilingual education for everybody who comes from a different origin.

TEACHING OF ENGLISH

The question, then, is what is being done to properly teach English so that at home and in school they will have a common language with the rest of the people in the country. It seems to me that this is perhaps one of our more difficult problems in the bilingual educational process in my cosponsorship of the bilingual job training program and the variety of other things of this nature.

Sooner or later there has to be communication back and forth in a language which people can understand within the country. What is being done on this?

Dr. CASSO. Senator, I do not think anyone will take issue that English is the language of the country, nor does anyone want to take away from the fact that a child should learn English.

What we are saying is, many children come into that classroom not knowing English, and it is both a pedagogical and psychologically sounder to teach a child through the language known by the child.

Senator DOMINICK. I completely agree with you. I think this is absolutely necessary and as I say, I have been a strong sponsor of this from the very beginning.

My question is, What is being done to get the people at home to talk something besides Spanish, for example, or one of the Indian languages, or Greek for that matter?

Dr. CASSO. I believe some of the other panels are going to be speaking particularly in that area, and our particular task was not to go into this. We can go into it, but I think others are going to talk specifically in that area.

Senator DOMINICK. The only thing I did not want us to do was to get into classifications of people where we start talking about Spanish Americans, Greek Americans, Indian Americans, or whatever it may be. We ought to be talking about Americans, and then if they cannot go along in the dominant language, we ought to be able to find some method of reaching out to those people so they can learn this is a cosmopolitan society.

Dr. Casso. Precisely the thrust of bilingual education is to be able to have a child who is bilingual in not only his native language but also the language of the country. Again the other content area groups will be speaking specifically to that point.

Senator Dominick. Thank you very much.

Senator Cranston. Do each of you have a formal statement prepared?

Mr. La Fontaine. I have a statement, but I can paraphrase it, and I have some additional notes I can submit for the record later.

Dr. Wang. Yes, I do.

Mr. Kills Straight. I have a statement, and I can condense it into shorter form.

Senator Cranston. I would like to ask that you submit your formal statement and proceed to summarize the main points, taking into account what has been said up to now, with each of you trying to stay within the time limit.

STATEMENT OF HERNAN LA FONTAINE, EXECUTIVE ADMINISTRATOR, OFFICE OF BILINGUAL EDUCATION, NEW YORK CITY, N.Y.

Mr. La Fontaine. More than 6 years have passed since the last hearings held by this committee on the Bilingual Education Act. I had the privilege of testifying before the committee at that time, and I am extremely pleased to be able to offer a statement once again in support of the proposed legislation.

I am going to try to paraphrase most of the statement so I will be skipping a great deal.

Senator Cranston. We appreciate that.

Mr. La Fontaine. I think we have made considerable strides during the last few years, but the job certainly in not completed. Let me cite, for example, New York City.

We have 260,000 students of Puerto Rican background in the public schools of New York City. Of those, over 95,000 are classified as students of limited English-speaking ability. In addition to that we have approximately another 30,000 of other Hispanic groups: Cubans, Dominicans, and other South American countries.

Senator Cranston. Of those of limited English-speaking ability, do some of those Puerto Rican children have virtually no English skills at all?

Mr. La Fontaine. Yes. They are classified as being severely limited or moderately limited in English.

In addition, there are close to 30,000 students of other Hispanic background who are similarly classified. It is interesting to note that in recent years other language groups have also been increasing rapidly so that we now have an additional 30,000 pupils classified in this same category who come from homes in which French, Italian, Greek, and Chinese are the language commonly used for communication.

Thus, we see that we have a total of approximately 150,000 students, who by virtue of their different language background are placed in an extremely difficult school situation. The fact that our schools operated primarily on an "English only" policy effectively denied these students the opportunity to participate in a meaningful way in the learning process.

The psychological and emotional harm done to a young child who faces a strange and incomprehensible environment in the very school where his questions are supposed to be answered and his doubts are supposed to be clarified, is nothing less than devastating. And yet we continue in many of our schools to resist any effort to communicate with our students in a language they understand.

Caballeros, si tuviera que terminar este discurso en Español, estoy seguro que ninguno de ustedes tendria la paciencia de escucharme hasta el final. A simple translation of this statement is that if I had to complete the rest of my testimony in Spanish, I am sure none of you would have the patience to hear me out until the end, and yet thousands of our colleagues expect from these young students an incredible amount of tolerance and patience.

They see nothing wrong with having students sit in their seats, not for 10 or 15 minutes, but for days, weeks, and months without understanding a word of what is taking place. The wonder is that so many more students do not rebel against the total insensitivity toward their needs as intelligent and articulate human beings.

As it is, the statistics describing the performance of our students in the schools are appalling. In a study prepared by the Puerto Rican Educators Association, Inc., as background material for a report by the New York State Commission on the cost, quality, and finance of elementary and secondary schools—the Fleishman Commission—it was revealed that approximately 53 percent of the Puerto Rican students who reach high school drop out before graduation.

Conservative estimates of the dropout rate for Puerto Rican students at all grade levels is close to 80 percent. A study of the reading scores of eighth grade students in 24 New York City public schools having 50 percent or more Puerto Rican enrollment showed that 86 percent were below grade level in reading.

I don't want to belabor the point which by now must be familiar to you. Puerto Rican students occupy the bottom rung of the education ladder at all levels. Few students graduate from high school. Fewer still are able to pursue college studies and fewer still will become the professionals that we so desperately need to return to their communities to provide a helping hand to their brothers.

I am not so naive as to think that bilingual education will be a panacea to cure all of the complex problems which face our community; however, I do believe it is an important and worthwhile educational approach which can have a significant impact on these problems.

To date the assistance provided through title VII for bilingual programs in New York City has not been sufficient to reach a large segment of the student population in need of such programs. At the present time there are approximately 13,000 pupils in bilingual programs funded under title VII.

It is obvious that this effort must be greatly increased. Toward this end we have been actively engaged in obtaining city tax levy funds specifically earmarked for the establishment of bilingual programs. This effort is already bearing some results, but hardly enough to eliminate the need for continued Federal assistance.

I would like to comment now on both bills which I find, in general, to be most satisfactory. I am glad to see that both bills, section 702-A-2 and section 703-F-61-A-1, mention preschool and secondary schools, since I feel it is of utmost importance that we develop programs which provide for articulation between all levels.

Our present focus on the elementary grade must now be broadened so as to provide for students who arrive in our schools at different age levels with the same problems as those of the elementary grade children. Part B of the same section indicates an authorization of $135 million for each fiscal year.

Having had the experience of funding policies of recent years, I strongly urge that every effort be made to assure that the amounts actually appropriated come closer to the level of authorization then has happened in the past. I have one question regarding this same section since I seem to read this paragraph as providing for 4 years of financial assistance. Can we not continue the pattern set with the previous bill by providing for a 5-year period of assistance ending in July 1978?

Sections 703-a-4-B and 704-F-b-1-B-i state that in subjects of study—

> In which speaking and understanding of the English language is not essential to understanding of a subject matter such as art, music, and physical education, a program of bilingual education shall make provisions for the participation of children of limited English speaking ability in regular classes . . . .

Although I understand and agree with the intent of this statement, I would like to point out that there are occasions when a program will be designed in such a manner that a language other than English may be used in one of these courses. Therefore, to provide for greater flexibility, I would suggest that the word "may" be substituted for "shall." This would allow program planners additional options in constructing the instructional program.

Sections 703-b and 704-F-b-1-B-i-r indicate that the Commissioner shall establish minimum requirements regarding pupil, teacher ratios and teacher qualifications and certifications.

I wholeheartedly agree with this paragraph but in looking at the Commissioner's proposed rules for title VII I did not notice any mention of such minimum requirements. I trust the committee will be able to secure the implementation of this section in the Commissioner's proposed rules.

I am very pleased to note that sections 721-a-3 and 704-F-62-A provide for training programs which will include administrators as well as other personnel. I have seen many situations in which supervisors and administrators responsible for the direction of bilingual programs have had little preparation themselves in the specific techniques and competencies necessary for these programs.

There is certainly a considerable need to provide adequate training for these supervisors at an appropriate graduate level. Section 721-b-2-A points out the need to achieve an equitable distribution of assistance within each State. This brings to mind that we should also be concerned with an equitable distribution of assistance with the Nation.

New York City is presently receiving a little over $4 million. Although this represents an increase from the rather meager beginnings in 1969, there is still some question as to whether we are obtaining a fair share of the total funds available in view of the large concentration of people who require such assistance.

Section 721-b-3-B provides for payment of funds for the administration of an approved State plan of supervision of bilingual programs. I assume that such funds would be taken from moneys over and above funds allocated for implementation of programs.

We certainly could not accept the reduction of program funds for State administrative purposes. Sections 732 and 723 make provision for a National Advisory Council on Bilingual Education. I understand that such a body had already been organized as a result of the previous legislation.

Unfortunately, I have heard very little about this group and much less about any activity that it has undertaken. If this section in the proposed legislation merely intends to continue the life of the same group, I would have serious reservations about accepting this provision.

Senator CRANSTON. I would like to say it is an entirely new council and we intend it to meet.

Mr. LA FONTAINE. Very good. Let us see if I can get down very quickly to the section on the National Institution of Education undertaking support of services and activities.

I think it is crucial that the education research arm of the Department of Health, Education, and Welfare work in close cooperation with the Division of Bilingual Education in developing a comprehensive information system for bilingual education programs.

I think in this case we need to look at who is doing the research. I am sure all of our communities are pretty well tired of being tested and evaluated and researched by many, many people who purport to be experts but whose motives I sometimes question.

Many of these agencies have just jumped on the bandwagon and rarely provide any opportunity for input from practitioners and community people. Also in terms of research, a great deal of curriculum development has begun already, and I think activity from NIE could serve to assess what is already present and try to bring together these existing efforts.

The testing and other evaluation methods are still inadequate to say the least. Standardized tests in English are not only inadequate but do not measure Spanish achievement whatsoever. I feel there is too much dependency on the activity of profit-motivated commercial testing firms whose sole concern in the long run is whether they will make money or not.

Perhaps NIE, together with the Bilingual Education Bureau, could begin to develop tests, which we could use, by people who would not have to worry about how much money they are going to make.

The suggestion for the national clearinghouse is essential to allow for an exchange of information. By and large I think over the past few years most of the people in the field have taken it upon themselves to provide opportunities for this kind of exchange of information.

I know we have a bilingual resource center in New York City that is already beginning to have quite a bit of impact on the exchange of information.

I might note parenthetically there will be an opportunity to provide for exchange of information at the annual international conference on bilingual cultural education in May at the Waldorf Astoria in New York City, which we are sponsoring together with members throughout the country. Of course the committee members or their representatives are welcome.

I certainly support the amendments to the Vocational Education Act, the Library Construction Services Act, and the Adult Education Act, because I think they indicate that bilingual education is an integral part of the total education experience.

Finally, I would like to congratulate the members of the committee for their efforts in introducing a bill which is without a doubt the most vital piece of legislation designed to improve the educational opportunities for all students whose native language is not English.

Senator CRANSTON. Thank you very much, Mr. La Fontaine. That is extremely helpful testimony. I suggest we hear from the other members of the panel before we begin our questions.

[The prepared statement of Mr. LaFontaine follows:]

TESTIMONY ON SENATE BILL 2552 AND SENATE BILL 2553

BILINGUAL EDUCATION ACT

Submitted by:

Hernan LaFontaine
Executive Administrator
Office of Bilingual Education
Board of Education of the City of New York
At the Hearings Held by the Senate Sub-Committee on Education
Wednesday, October 31, 1973 in Washington, D.C.

More than six years have passed since the last hearings held by this Committee on the Bilingual Education Act. I had the privilege of testifying before the Committee at that time and I am extremely pleased to be able to offer a statement once again in support of the proposed legislation.

By way of introduction, may I say that I speak not only as a professional educator intimately involved with the issues and problems of educating hundreds of thousands of children for whom English is not a native language, but also as a member of the Puerto Rican community which includes so many thousands of these children. I believe we have taken considerable strides during the last few years, and we have moved towards the resolution of some of the problems affecting our students. This movement has in large part been due to the foresight and commitment on the part of individuals such as the members of this Committee and others who have led the struggle in securing financial, moral and professional support for bilingual education programs across the nation. Needless to say, the job has not been completed in spite of these efforts. As an example, let me cite the facts pertaining to New York City with which I am most familiar. We have approximately 260,000 students of Puerto Rican background in the public schools of New York City. Of these students there are over 95,000 who are classified as students of limited English-speaking ability. In addition, there are close to 30,000 students of other Hispanic background who are similarly classified. It is interesting to note that in recent years other language groups have also been increasing rapidly so that we now have an additional 30,000 pupils classified in this same category who come from homes in which French, Italian, Greek and Chinese are the language commonly used for communication. Thus, we see that we have a total of approximately 150,000 students, who by virtue of their different language background are placed in an extremely difficult school situation. The fact that our schools operated primarily on an "English only" policy effectively denied these students the opportunity to participate in a meaningful way in the learning process. The psychological and emotional harm done to a young child who faces a strange and incomprehensible environment in the very school where his questions are supposed to be answered and his doubts are supposed to be clarified, is nothing less than devastating. And yet we continue in many of our schools to resist any effort to communicate with our students in a language they understand. Caballeros, si tuviera que terminar este discurso en español, estoy seguro que ninguno de ustedes tendria la paciencia de escucharme hasta el final. A simple translation of this statement is that if I had to complete the rest of my testimony in Spanish, I am sure none of you would have the patience to hear me out till the end, and yet thousands of our colleagues expect from these young students an incredible amount of tolerance and patience. They see nothing wrong with having students sit in their seats, not for ten or fifteen minutes, but for days and weeks and months without understanding a word of what is taking place. The wonder is that so many more students don't rebel against the total insensitivity towards their needs as intelligent and articulate human beings. As it is, the statistics describing the performance of our students in the schools is appalling. In a study prepared by the Puerto Rican Educators Association Incorporated, as background material for a report by the New York State Commission on the Cost, Quality and Finance of Elementary and Secondary schools (The Fleischman Commission), it was revealed that approximately 53% of the Puerto Rican students who reach high school drop out before graduation. Conservative estimates of the dropout rate for Puerto Rican students at all grade levels is close to 80%. A study of the reading scores of eighth grade students in twenty-four New York City public schools having 50% or more Puerto Rican enrollment showed that 86% were below grade level in reading. I don't want to belabor the point which by now must be familiar to you. Puerto Rican students occupy the bottom rung of the education ladder at all levels. Few students graduate from high school. Fewer still, are able to pursue college studies and fewer still, will become the professionals that we so desparately need to return to their communities to provide a helping hand to their brothers. I am not so naive as to think that bilingual education will be a panacea to cure all of the complex problems which face our community, however, I do believe it is an important and worthwhile educational approach which can have a significant impact on these problems.

To date the assistance provided through Title VII for bilingual programs in New York City has not been sufficient to reach a large segment of the student population in need of such programs. At the present time there are approximately 13,000 pupils in bilingual programs funded under Title VII. It is obvious that this effort must be greatly increased. Toward this end we have been actively engaged in obtaining city tax-levy funds specifically earmarked for the establishment of bilingual programs. This effort is already bearing some results, but hardly enough to eliminate the need for continued federal assistance. I would like to comment now on both bills which I find, in general, to be most satisfactory. I am glad to see that both bills mention pre-school and secondary schools, since I feel it is of utmost importance that we develop programs which provide for a form of articulation between all levels. Our present focus on the elementary grade must now be broadened so as to provide for students who arrive in our schools at different age levels with the same problems as those of the elementary grade children. The same section indicates the authorization levels for each fiscal year. Naturally, I would support the higher levels of authorization indicated in S2552 which range from $135,000,000 to $250,000,000. The present expenditure levels do not adequately service the large numbers of students. In fact, the expenditures made under Title VII during fiscal year 1973 served 147,000 pupils. As I stated earlier, we have a greater number of eligible students in New York City alone. Having had the experience of funding policies of recent years, I strongly urge that every effort be made to assure that the amounts actually appropriated come closer to the level of authorization than has happened in the past. I have one question regarding this section in S2553 since I seem to read this paragraph as providing for four years of financial assistance. Can we not continue the pattern set with the previous Bill by providing for a five year period of assistance ending in July 1978? Sections (703a4B and 704Fb1 Bilingual) state that in subjects of study "in which speaking and understanding of the English language is not essential to understanding of a subject matter such as art, music and physical education, a program of bilingual education shall make provisions for the participation of children of limited English-speaking ability in regular classes..." Although I understand and agree with the intent of this statement, I would like to point out that there are occasions when a program will be designed in such a manner that a language other than English may be used in one of these courses. Therefore, to provide for greater flexibility, I would suggest that the word may be substituted for shall. This would allow program planners additional options in constructing the instructional program. Sections (703b and 704Fb1 Bilingual) indicate that the Commissioner shall establish minimum requirements regarding pupil, teacher ratios and teacher qualifications and certifications. I wholeheartedly agree with this paragraph but in looking at the Commissioner's proposed rules for Title VII I did not notice any mention of such minimum requirements. I trust the Committee will be able to secure the implementation of this Section in the Commissioner's proposed rules. I am very pleased to note that S2553 (Section 721a3) provides for training programs which will include administrators as well as other personnel. I have seen many situations in which supervisors and administrators responsible for the direction of bilingual programs have had little preparation themselves in the specific techniques and competencies necessary for these programs. There is certainly a considerable need to provide adequate training for these supervisors at an appropriate graduate level. Part C of the same section in S2552 makes provision for the payment of stipends to persons participating in training programs. I would recommend that such stipends be classified as tax-exempt income so that trainees may receive the full benefits of the financial assistance being granted. Section 721b2A points out the need to achieve an equitable distribution of assistance within each state. This brings to mind that we should also be concerned with an equitable distribution of assistance within the nation. New York City is presently receiving a little over $4,000,000. Although this represents an increase from the rather meager beginnings in 1969, there is still some question as to whether we are obtaining a fair share of the total funds available in view of the large concentration of people who require such assistance. Section 721b3B provides for payment of funds for the administration of an approved State plan of supervision of bilingual programs. I assume that such funds would be taken from monies over and above funds allocated for implementation of programs. We certainly could not accept the reduction of program funds for state administrative purposes. In fact we endorse the requirement of a 25% expenditure for bilingual education from total state educational expenditures. We strongly urge the establishment of a Bureau of Bilingual Education as in S2552 Section 721 rather than a Division of Bilingual Education. Appointing a director of this Bureau at the highest level possible and naming him simultaneously as Deputy Commissioner of Education would serve to indicate the true commitment by the Congress in setting high priority support for bilingual education. Everything possible should be done to increase the bilingual resources and manpower in order to be able to increase its effectiveness in assisting bilingual programs in the field. Section 732 (Section 723) makes provision for a National Advisory Council on Bilingual Education. I understand that such a body had already been organized as a result of the previous legislation. Unfortunately, I have heard very little about this group and much less about any activity that it has undertaken. If this section in the proposed legislation merely intends to continue the life of the same group, I would have serious reservations about accepting this provision. I would recommend that a completely new council be established and that this council be charged to meet periodically as in S2552 to carry out the responsibilities described in the Act. I would also urge that every effort be made to include in this body adequate representation from the Puerto Rican community as one of the groups most affected by this legislation. I am also happy to note that Section 741 and 742 (Section 722) make reference to the practice of the National Institute of Education in undertaking supportive services and activities. I think it is crucial that the education research arm of the Department of Health, Education and Welfare work in close cooperation with the Division of Bilingual Education in developing a comprehensive information system for bilingual education programs. I trust that the National Institute of Education will supplement the traditional sources of research and information with an input from local minority group agencies and organizations

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involved in education and related matters. Our concern here is for the implementation of relevant research activity. For example, in the area of curriculum development we have already witnessed a number of efforts both at a local and national level. Perhaps an initial task for NIE and the Bureau of Bilingual Education would be to assess and bring together the results of existing efforts. In the area of testing and other evaluation activities there is still a considerable amount of work to be done. Present standardized tests are generally inadequate and rarely designed to measure achievement in any language other than English. There is a far too great a dependency on the activity of profit-motivated commercial testing firms. A joint effort between NIE and the Bureau of Bilingual Education could provide the necessary research activities which would lead to the development of improved assessment measures without regards to how much profit can be made. The idea of establishing a national clearing house for the exchange of information is not only worthwhile but essential. The brief experience with our own Bilingual Resource Center in New York City indicates that we are meeting a real need for all of the personnel involved in bilingual programs in New York City. We wholeheartedly support the Sections in S2552 proposing amendments to the Vocational Education Act with Library Services and Construction Act and the Adult Education Act, to include persons who have limited English speaking ability. These amendments serve to focus on the general need for bilingual education at all levels, while at the same time emphasizing that bilingual instruction is an integral part of the total educational experience.

Finally, I would like to congratulate the members of the Committee for their efforts in introducing a Bill which is without a doubt the most vital piece of legislation designed to improve the educational opportunities for all students whose native language is not English.

Senator CRANSTON. Dr. Wang, would you now proceed.

STATEMENT OF DR. L. LING-CHI WANG, DEPARTMENT OF ASIAN STUDIES, UNIVERSITY OF CALIFORNIA AT BERKELEY, CALIF.

Dr. WANG. My name is L. Ling-chi Wang. I am a lecturer in the University of California. I welcome this opportunity to testify before this committee on the need for bilingual bicultural education in the Asian American community.

This is the first time that such a need has been brought to the attention of Congress since the enactment of the original Bilingual Education Act, Public Law 90-247, title VII, on January 2, 1968. The existing conspicuous absence of bilingual education projects for Asian American children is clearly a reflection of a widespread ignorance and indifference toward the needs of thousands of Asian American school children on the part of the U.S. Office of Education and local school administrators.

For example, in fiscal year 1972, there were only three small title VII projects for Asians out of a total of 196 projects in the United States, and all three of them were Chinese. I deeply regret that I was given very little time to prepare our case. However, I do hope that my brief presentation today will generate a new sensitivity and interest in bilingual education for Asians in America.

The essential point I try to get at is, because of past discriminatory immigration laws against Asians beginning with the 1882 Chinese Exclusion Act, the 1924 act which was designed to exclude Japanese, and the 1935 act, which was designed to exclude Filipinos—in fact, to deport Filipinos—because of these past discriminatory acts, many of our people now are just coming into this country to rejoin their long-separated families for the first time since the repeal of the Quota Act in 1965.

So our local school districts are suddenly faced with a significant number of Asian Americans—just to give you an example of the tremendous influx, for instance, the Filipino, the percentage of increase from 1960 to 1970 was something like 90 percent, compared with an overall national average of around 13.5 percent.

The percentage of Chinese increase was around 85 percent. This gives you the extent of the problem that local school districts are facing.

I do not want to trouble you with all the statistics, but I do want to point out something that I understand that you are personally interested in, and that is the question of whether the right of non-English-speaking Chinese students to receive an education and equal opportunities requires that the central school district must provide these students with special instruction in English.

This is the question that is being addressed to in the forthcoming Supreme Court hearing on December 10 in the case of *Lau* v. *Nichols*, which I and a number of people in the community have worked on since 1969. We are very hopeful that the Supreme Court will make a favorable ruling because it will have a tremendous national impact.

It may be of interest to you that 3 days before the former Solicitor General was appointed to be acting Attorney General, he personally filed an amicus brief in the Supreme Court, and in fact requested personal appearance to argue in behalf of that particular suit.

I think if the Supreme Court comes down with a favorable ruling this committee may have to drastically revise the appropriations and possibly even rewrite the guidelines and regulations for title I, because I think certainly a lot of title I money could be used for bilingual bicultural education which has not yet happened.

Senator CRANSTON. If we face that need we will count on you for some technical advice at that point.

Dr. WANG. I would like to skip over my testimony and speak on a number of issues that are quite troublesome to us in the Asian community, and particularly in the Chinese community.

One is the dilemma we are constantly faced with, and this has to do with the busing program in San Francisco. As you know, before the busing program was ordered in San Francisco, we had a small title VII project in Chinatown, San Francisco, and that was the third year at the time when the busing order came down.

We were faced with the tremendous problem of whether the needs of non-English-speaking Chinese children should be placed on a higher priority than the need to integrate these bilingual classes.

At the end we were told there was no other way except to integrate the title VII project, so as a result a number of children who had zero Chinese language were brought into this small bilingual class and just created a lot of chaos in the title VII project. This is a problem I do not know exactly how to resolve the question of need of non-English-speaking schoolchildren and the need for title VII-type projects versus the requirement of title VI of the Civil Rights Act.

I do not know whether this committee is going to address to this conflict, but it is a very real one to us in San Francisco.

Senator CRANSTON. We will be looking into that along with a lot of other complicated problems.

Dr. WANG. The other one is whether this committee and the Congress eventually will mandate that non-English-speaking children who are receiving education in public schools should receive their education from teachers who are bilingual, because we have a lot of problems in this area as I mentioned earlier.

A lot of our children are dropping out of schools or skipping schools, and we had never heard of this in our community.

Senator CRANSTON. The question is whether we can mandate that when those teachers do not necessarily exist. We can provide some teacher training and incentives, but unless the teachers are available, there is no solution.

Senator DOMINICK. I might also comment, Mr. Wang, that I am not a bit sure that the fact that teachers are not bilingual forces them to drop out of school. It may be simply that the schools are not relevant to anything they are living with, regardless of what language is taught.

Dr. WANG. Supposing you were to enroll in a 100-percent Chinese school where no English was spoken? How would you perform?

Senator DOMINICK. Terribly.

Dr. Wang, if I may interrupt your testimony here, we have a fairly large Chinese and Japanese population in my State of Colorado, and they are extremely fine people. The interesting thing is without exception as far as I know the second generation, those who have not just moved here, all speak English and stand near the top of their classes in school.

Why is this true with the Asian group when I am not sure it is true of the Filipinos, because I do not have that much knowledge of them, but why should it be true with the Asian so much more so than with the Spanish speaking in our State?

Dr. WANG. That question is really begging the question because you know you are assuming that there are no problems among the Chinese Americans.

Senator DOMINICK. There are problems of course, but they handle them beautifully.

Dr. WANG. They have the highest suicide rate in the United States, sometimes three times or six times more than the national average. They have the highest tuberculosis rate among all national groups in this country. They have among the worst employment situations in this country today, working in the sewing factories, the so-called sweat shops, and the people are working 10, 12, and 15 hours a day. So really there are of course some people that are going to be successful in a society, but there are still a lot of other people who are not going to be successful.

Senator DOMINICK. That has nothing to do with ethnic background or anything else. There are just as many people who are so-called English-speaking people—and I am not sure they are English speaking, having read some of their letters—ethnicity has nothing to do with it.

Dr. WANG. I think ethnicity has a lot to do with it because if you take a look at the history in California, the Chinese were brought in as labor when they needed them, and then when they were not needed, they were shut out. They brought in the Filipinos, and then they brought in the Mexicans. There are reasons why ethnicity has a role here.

Senator DOMINICK. I was talking about modern days because obviously you do not have a second generation unless your parents were already living there. The parents had trouble, but the second generation in our State—and I am sure it is true of California—is doing just beautifully. They are leading citizens everywhere in the State.

Dr. WANG. I would just like to mention this. The Asians, and particularly the Chinese and Japanese, have been singled out as the most successful group in this country, and yet I do not think you realize how much we have had to sacrifice for some of us to be in that position, sacrifice our own heritage, our own history, in fact including our own self-respect, because we had to conform with everything that is demanded of us.

We are people who are completely without any self-respect in terms of our cultural heritage. A lot of people in this country admire the beautiful high civilization of China and Japan, and yet you take a look at the Chinese or Japanese Americans, and is there anything that is being preserved to this today?

Senator Cranston. Dr. Wang, what were the circumstances that led to the lawsuit you referred to before, now in the Supreme Court?

Dr. Wang. I mentioned some of the indicators like high school dropouts, truancy, high suspension rate, high juvenile delinquency rates. Those were the external factors that we noticed, but the other thing that we noticed in particular was in 1969 there were around 3,000 Chinese schoolchildren who were reported by the San Francisco school district as needing special help in the English language in order to perform adequately in school.

We found that only slightly over 1,000 were getting very, very partial help in the English language and only around 200 were getting truly bilingual help, and so the community was extremely concerned that the children are getting into trouble, they are dropping out of school. About 3,000 of these Chinese parents decided to join together and bring this lawsuit, and to urge the school district to try to do something to provide English language instruction for these children.

I am sure the Senator here would agree that something has to be done for these people who are on the verge of dropping out of our schools.

Senator Dominick. I would agree. But if you read the letters coming into my office, coming from all over the country, you would not believe it. These are people who cannot spell, who cannot speak properly, who do not know what they are doing. I am not talking about ethnics; I am talking about people by the name of Jones and Smith, and they have not the foggiest idea of how to write a letter.

My guess is that they do not know how to read, which is why we put in the bills on the right to read which Senator Beall and I are pushing very hard to try to get instruction so the ordinary guy by the name of Smith may find out how to read a sentence.

Dr. Wang. I think that is just symptomatic of our school system. It is failing our children, and the more so for the ethnic minorities.

Senator Dominick. What I am trying to say is it is not restricted to the ethnic minorities. It covers everybody.

[The prepared statement of Dr. Wang follows:]

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STATEMENT OF L. LING-CHI WANG
Asian American Studies
University of California
Berkeley, California
October 31, 1973

My name is L. Ling-chi Wang. I am a lecturer in the University of California. I welcome this opportunity to testify before this committee on the need for bilingual-bicultural education in the Asian American community. This is the first time that such a need has been brought to the attention of Congress since the enactment of the original "Bilingual Education Act" (P.L. 90-247, Title VII) on January 2, 1968. The existing conspicuous absence of bilingual education projects for Asian-American children is clearly a reflection of a wide-spread ignorance and indifference toward the needs of thousands of Asian American school children on the part of the U.S. Office of Education and local school administrators. For example, in fiscal year 1972, there were only three small Title VII projects for Asians out of a total of 196 projects in the U.S., and all three of them were Chinese. I deeply regret that I was given very little time to prepare our case. However, I do hope that my brief presentation today will generate a new sensitivity and interest in bilingual education for Asians in America.

There are many ways of assessing the needs for bilingual education. The most common method is the identification of the target population in terms of number, concentration, spoken language, national origin, etc. Other methods include measuring academic achievement, self-image, relevance of existing curricula, staff competence and availability of financial and bilingual resources. Since this is the first time the Asian American concern is being heard in Congress, I have decided to speak primarily of some of the basic needs for bilingual education in the Asian American community and to erase any doubt about the extent of our needs. I also hope to explain why the Federal government has an obligation to meet the bilingual education needs of the Asian American Community.

Before I begin, I would like to clarify what I understand to be the goals of bilingual-bicultural education. In general, the goal of a bilingual-bicultural education program is to develop the full potential of each student in a bilingual-bicultural setting, and to promote acceptance, appreciation and understanding of a language and culture other than the student's home language and culture. Needless to say, one of the two languages in this case is American English. Within this broad definition of goal, a bilingual education program could either be an end in itself or it could be used as a vehicle toward achieving equal and quality education for students who do not speak English. It is important to point out that the latter does not mean teaching English as a second language, the so-called ESL approach. Both approaches to bilingual education should achieve the same result. However, in terms of existing priorities, the latter should definitely take precedence, the large number of non-English-speaking students in the U.S., given the inflexibility of most local educational agencies and limited financial resources available and competent bilingual personnel available.

THE ASIAN AMERICAN COMMUNITY

According to the U.S. Bureau of the Census, Asian Americans in 1970 are made up of the following groups:

591,290	Japanese Americans
435,062	Chinese Americans
343,060	Filipino Americans

This is the first time in the history of the Bureau that the term "Asian American" is used in an official publication. In the past, we were either known derogatorily as "Orientals" or indistinguishably called "Other Non-Whites." But, the Bureau's narrow definition of the Asian American is again symptomatic of bureaucratic ignorance and insensitivity. The term, as used in the Asian American community since the mid 1960's, represents not only a new interest in our common geographic origin, east and southeast Asia, but also a new awareness of our common historical experience in Asia and in America as victims of political and economic exploitation. (For example, Asian countries were victims of Western imperialism and Asians in America were singled out for economic exploitation and racial oppression). Therefore, the term Asian American should also include 70,000 Korean Americans and 100,000 other East and Southeast Asians (Vietnamese, Laotians, Cambodians, Thais, Burmese, Sihks, Malaysians and Indonesians). Some Asians prefer to include also the 50,000 Samoans, 100,000 Hawaiians and unknown number of Pacific Islanders among the Asian American group.

In spite of our common geographic origin and historical experience, there should be no presumption of homogeneity. Each major Asian American group represents a different national, cultural and linguistic origin and develops out of diverse historical, economic and political settings in America. I need not point out what this means in terms of bilingual-bicultural programs.

Since the Bureau of the Census has published only population data on the Chinese, Filipino and Japanese, my discussion must be confined only to these three groups. This, however, does not mean that the other Asian groups do not need bilingual education. In fact, I suspect there will be a rising need for bilingual education for Indo-Chinese since more and more immigrants are coming from that part of the world as the U.S. slowly disentangles itself from that immoral and racist war. For example, the U.S. Immigration and Naturalization Service already reported 4,100 Thais and 3,400 Vietnamese immigrants in its 1972 Annual Report, a substantial increase from 2,915 and 2,038 respectively in 1971. The full impact of American involvement in Southeast Asia on the future Indo-Chinese immigration is yet to be determined. Immigration figures in the last few years from facist countries like South Korea, Taiwan and the Philippines have been rising. There is no reason to expect otherwise in the immediate future.

PROBLEMS RESULTING FROM ANTI-ASIAN IMMIGRATION LAWS

By looking at the 1970 census alone, we do not get the full picture of what has transpired in the Asian community in terms of changes in population characteristics between 1960 and 1970. Actually, the Asian American population in 1970, including only the Chinese, Filipino and Japanese, represents a 55% increase from 1960--a marked contrast with the overall U.S. increase of 13.3%. By national origins, the Japanese population jumped 27%, Chinese 83% and Filipino 95%. The most significant factor in the dramatic increase of course was the influx of Asian immigrants in the 1960's as a result of the repeal of the anti-Asian, restrictive quota system in 1965, permitting thousands of Asian Americans to reunite with their loved ones for the first time in American history. The following chart offers some explanations.

CHINESE, FILIPINO, JAPANESE & KOREAN IMMIGRATION: 1960-1972 (ALL CATEGORIES)

	Chinese	Filipino	Korean	Japanese
1960	4,156	2,954	1,507	5,471
1961	2,939	2,628	1,442	4,490
1962	4,669	3,437	1,538	3,897
1963	5,370	3,618	2,580	4,056
1964	5,648	3,006	2,362	3,680
1965	3,860	2,963	2,139	3,294
1966	17,608	6,093	2,492	3,394
1967	25,096	10,865	3,956	3,946
1968	16,434	16,731	3,811	3,613
1969	20,893	20,744	6,045	3,957
1970		31,203	9,314	
1971	17,622	28,471	14,297	4,457
1972	21,730	29,376	18,876	4,757

In terms of bilingual education needs, the dramatic increase, as a result of immigration, means a sudden and substantial increase in enrollment of non-English-speaking school-age children. For example, between 1965 and 1969, 15,788 Chinese, 10,800 Filipino school-age children were brought into our schools (these are not absolute figures because they include adjustment of status). These figures would be greatly inflated if we included the number of younger school-age children of foreign parentage, assuming that a substantial number of them speak only their native tongue. For example, 50% of this type of children, ages 6-11, from Filipino parentage or 36,700 students entered our school system in the same period. Therefore the total number of Asian American school-age children in need of bilingual education as a means of achieving equal and quality education is well over 100,000. These school-age children, in my opinion, deserve top priority in bilingual education programs.

At this time, I would like to direct my attention to a subject often misunderstood by the American public and by a small sector of the Asian community. We often hear complaints about the troubles and problems created by the influx of the Asian newcomers. Indeed, some go so far as to suggest a cut-off of any further Asian immigration. This kind of talk is neither new nor surprising.

Throughout the history of the U.S., Asians in Asia and in America have been used as objects of exploitation, abuse, contempt and ridicule, even though Asians in America without a doubt have played an indispensable economic role in the building of the West and the U.S. Government and big business have always looked at Asia as a reliable source for American foreign trade (e.g., the "China Trade") and domestic economic development and as a reliable supplier of cheap labor for the developing American monopolistic economy. Indeed, it was the China Trade that provided the primary incentive for the expansion of the American frontier from the narrow Eastern seaborard to the West Coast at the expense of the Indians, Mexicans and Spanish in the middle of the 19th century and furnished the necessary initial capital and valuable business experience for theeconomic and industrial development of the East and the Midwest. It was the same China Trade and the need to protect the rapidly expanding American foreign trade and investments that led America to the annexation of Hawaii, colonization of the Philippine Archipelago and to enter what historian A. Whitney Griswold called "the limitless realm of world politics, naval rivalry and imperial dominion" in Asian countries beginning in the final decade of the 19th century to this date. But the development of the West could not be achieved without a steady supply of cheap labor. This condition was easily met by a successive and successful importation of cheap labor first from China, then Japan and Korea and finally from the Philippine Islands beginning in the second half of the 19th century. The Chinese were first engaged as laborers in mining in the 1950's and 1860's, then in rising California agribusiness and the railroad industry in the late 1860's to 1890's and in sweatshop manufacturing in the 1870's and 1880's. From the 1890's to the first decade of the 20th century, Japanese contract laborers were brought in by the thousands, first to the booming Hawaiian sugar plantations and industry and later to the large California agribusiness.

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For the same reason, Filipino laborers, then known as American nationals, were brought into the U.S. in large numbers to meet the demand for cheap labor in the flourishing California fruit and vegetable industries and the Alaskan salmon industry in the 1920's and 1930's.

In spite of the great contributions made by Asian immigrants to the economic development of the West, Asians were invariable singled out as scapegoats and the focus of racist agitation in periods of severe economic depression and high rates of unemployment and each Asian group, without exception, was eventually singled out for exclusion from immigration by racist, genocidal immigration laws. For example, the protracted nationwide anti-Chinese movements and riots in the post Civil War era led to a series of Chinese exclusion laws between 1882 and 1924. The anti-Japanese agitation which began after World War I eventually resulted in the exclusion law of 1924. By the same token, the anti-Filipino riots during the Great Depression led to the passage of the Filipino exclusion law in 1935.

Exclusion laws however, did not end the exploitation of Asians in the U.S., neither did they stop further enactment of discriminatory laws and incessant agitation against the Asian. California labor movements and political parties of all persuasions exploited the anti-Asian sentiment and used it respectively as a means of organizing white workers and soliciting votes. Local, state and federal law books are filled with anti-Asian legislation calculated to further curtail Asians in areas such as employment, education, housing, business and property ownership--and discriminatory, genocidal immigration laws and expulsion ordinances designed to isolate and exterminate Asians in America and to render Asians criminal by reason of race. Race riots, lynchings, assaults, both physical and verbal, were frequently directed at Asians, inflicting severe damage on Asian lives and property and causing permanent mental and physical scars in isolated Chinatowns, Japantowns and Manilatowns in American cities.

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Since immigration laws effectively curbed Asian immigration, prevented Asians from becoming naturalized, and prohibited inter-racial marriages, the predominantly male Asian population was forcibly subjected to abnormal social life and to maintain families across the Pacific. Even with the gradual, token relaxations in immigration laws, first in 1943 for the Chinese, then in 1946 for the Filipinos and in 1952 for all Asian groups, most Asians were unable to reunite with their relatives. As I mentioned above, it was only until 1965 that Congress finally rectified the past cruelty and injustice against all Asians and restored a very fundamental right accorded every American citizen.

This briefly is the historical background and explanation for the increased demand for bilingual education in the Asian community. The historical discriminatory legislations are now repealed. But the legacies of historical discrimination, manifested in all forms of social, educational and economic problems in the Asian American community today, remain to be solved by further federal legislative remedies. Specifically, the need for bilingual education among non-English-speaking Asian children is a case in point.

DISTRIBUTION OF ASIAN POPULATION: LOCATION OF NEED

Now that we have some ideas about how the need for bilingual education came about, our next step is to locate the target areas where such a need exists.

The 1970 census shows Asian Americans to be primarily westerners. 71% of Asian Americans live in the Western region of the U.S., with 38% in California and 27% in Hawaii alone. Only Chinese Americans migrated to the Eastern states in relatively significant numbers. The following table shows the distribution of the three major Asian groups by region in the U.S.

Asian Population by Region

	Japanese	Chinese	Filipino
U.S. Total	591,290	435,062	343,060
Northeast Region	38,978	115,777	31,424
New England Division	7,485	18,113	6,962
Middle Atlantic Division	31,493	97,564	24,462
North Central Region	42,354	39,343	27,824
East North Central Region	33,002	31,001	22,375
West North Central Region	9,352	8,342	5,449
South Region	30,917	34,284	31,979
South Atlantic Division	17,467	19,332	23,914
East South Central Division	3,795	4,235	2,473
West South Central Division	9,655	10,717	5,592
West Region	479,041	245,658	251,833
Mountain Division	20,360	9,245	4,466
Pacific Division	458,681	236,413	247,367

Asian Population in California: 1900-1970

	Japanese	Chinese	Filipino
1970	213,280	170,131	138,859
1960	157,317	95,600	65,459
1950	84,956	58,324	40,424
1940	93,717	39,556	NA
1930	97,456	37,361	30,470
1920	71,952	28,812	NA
1910	41,356	36,248	NA
1900	10,151	45,753	NA

The 1970 census further shows that 90% of the Asian population now reside in urban areas. By national origin, 96% Chinese, 89% Japanese and 85% Filipino are urbanites, indicating a dramatic reverse from the situation in the 19th century when most of the Asian population were agriculture laborers. In fact, about 50% of the Asian population are concentrated in three metropolitan areas: Honolulu, San Francisco Bay Area and the Los Angeles-Long Beach area.

Asian Population in Major Standard Metropolitan Statistical Areas

	Japanese	Chinese	Filipino
Honolulu, Hawaii	169,078	48,288	65,553
Los Angeles-Long Beach, Calif.	104,078	40,789	33,459
San Francisco-Oakland, Calif.	32,463	88,108	44,056
New York, New York	17,066	76,208	12,627
San Jose, Calif.	16,644	7,817	6,728
San Diego, Calif.	7,515	NA	14,721
Chicago, Illinois	15,292	12,653	11,823
Boston, Mass.	2,530	12,025	1,393
Sacramento, Calif.	11,804	10,444	3,442
Seattle-Everett, Washington	13,872	7,434	7,361
Anaheim-Santa Ana-Garden Grove, Calif.	10,645	2,832	3,141
Stockton, Calif.	3,851	3,676	7,093
Fresno, Calif.	6,209	2,331	1,022
Salinas-Monterey, Calif.	3,246	1,345	6,699
Denver, Col.	5,491	1,063	NA
Philadelphia, Pa.-N.J.	3,358	4,882	3,822
Washington, D.C.-Md.-Va.	4,662	8,298	5,137
Norfolk-Portsmouth, VA.	NA	NA	5,376
Des Moines, Iowa	NA	3,889	NA
Houston, Texas	1,350	3,708	NA
Portland, Oregon-Washington	3,991	3,165	1,060
Vallejo-Napa, Calif.	1,288	1,093	3,553
San Bernardino-Riverside-Ontario, Cal.	3,102	1,316	2,433
Salt Lake City, Utah	3,087	NA	NA

I hope that the above figures will provide some directions as to where the staff of the USOE should solicit bilingual education proposals and which Asian American groups are in need of bilingual education. So far, most Asian American groups have not been invited to submit their proposals and I suspect most of them do not even know the existence of Title VII. The outcome of mutual ignorance is reflected in the distribution of Title VII projects in FY 72.

112	Mexican American
35	Puerto Rican
19	Native American
19	Multi-ethnic Spanish
8	French
6	Portuguese
2	Cuban
1	Yuk-Alaskan

No wonder a recent HEW commissioned study found that "the Portuguese received 1.3% of Title VII funds compared with 1.7% received by Asian Americans although there are 135% more Asian Americans than Portuguese."

Bilingual Education Need in San Francisco

Since I am most familiar with the school situation in San Francisco and since I have personally served on an advisory capacity in all the Chinese bilingual education programs under Title VII, California AB 116 and ESAA Bilingual set-aside, I would like to discuss the need for bilingual education in terms of critical issues being raised in the Lau vs Nichols case now pending in the U.S. Supreme Court. The fact that the Supreme Court has schedeled a hearing on December 10 this year is indicative of the significance of the case. I also think that a favorable ruling on the case should mean that a substantial mark-up in the appropriations of the two bills, S-2552 and S-2553, is an absolute necessity and the re-writing of Title I of the ESEA is inevitable in order to meet the mandates of the Court.

Table I

Racial Distributions of Pupils by Division-18 for the Years 1967-1972-6*

ETHNIC GROUP AND YEAR	*TOTAL		ELEMENTARY		J.H.S		**S.H.S.		**ADULT	
	No.	%	No.	%	No.	%	No.	%	No.	%
TOTAL 1972	81,954	100.1	39.380	100.0	19,685	99.9	19,977	100.0	--,---	---.-
1971	83,545	100.0	40.783	100.0	19,732	99.9	20,387	100.0	--,---	---.-
1970	91,080	100.0	47,433	100.0	20,484	100.0	20,840	100.0	--,---	---.--
1969	89,433	99.9	48,927	100.1	21,648	100.0	18,858	100.0	22,384	100.0
1968	90,662	100.0	50,928	100.0	20,796	100.0	18,936	100.0	25,810	100.0
1967	91,832	100.0	51,635	100.1	20,743	99.9	19,454	100.0	24,635	100.0
SPANISH SPEAKING/ SURNAME 1972	11,456	14.0	5,727	14.6	2,635	13.4	2,710	13.6	--,---	---.-
1971	11,479	13.7	5,960	14.6	2,544	12.9	2,656	13.0	--,---	---.-
1970	12,364	13.6	6,670	14.1	2,731	13.3	2,681	12.8	--,---	---.-
1969	11,960	13.3	6,911	14.1	2,794	12.9	2,255	12.0	4,355	19.5
1968	11,644	12.8	6,896	13.5	2,692	12.9	2,056	10.9	4,912	19.0
1967	11,651	12.7	7,053	13.7	2,591	12.5	2,007	10.3	5,118	20.8
OTHER WHITE 1972	24,067	29.4	11,030	28.0	5,853	29.7	6,492	32.5	--,---	---.-
1971	26,481	31.7	12,405	30.4	6,384	32.4	6,996	34.3	--,---	---.-
1970	31,779	34.9	16,230	34.2	7,122	34.8	7,790	37.4	--,---	---.-
1969	33,180	37.1	17,520	35.8	7,908	36.5	7,752	41.0	9,654	43.1
1968	36,084	39.8	19,347	38.0	8,188	39.4	8,[illegible]	45.1	12,235	47.4
1967	37,805	41.2	20,039	38.8	8,622	41.6	9,[illegible]	47.0	12,361	50.2
NEGRO/BLACK/72	25,045	30.5	12,547	31.9	6,027	30.6	5,262	26.3	--,---	---.--
1971	25,402	30.4	13,132	32.2	5,822	29.5	5,288	25.9	--,---	---.--
1970	25,962	28.5	13,752	29.0	5,913	28.9	5,273	25.3	--,---	---.--
1969	24,878	27.8	14.070	28.7	6,257	28.9	4,551	24.1	3,238	14.5
1968	24,717	27.3	14,744	29.0	5,802	27.9	4,171	22.0	3,337	12.9
1967	24,462	26.6	14,926	28.9	5,545	26.7	3,991	20.5	3,017	12.2
CHINESE 1972	12,193	14.9	4,980	12.6	3,290	16.7	3,579	17.9	--,---	---.--
1971	11,542	13.8	4,266	10.5	3,314	16.8	3,658	17.9	--,---	---.--
1970	13,436	14.8	6,263	13.2	3,288	16.0	3,620	17.4	--,---	---.--
1969	13,037	14.6	6,455	13.2	3,370	15.6	3,212	17.1	3,142	14.0
1968	12,413	13.7	6,231	12.2	3,036	14.6	3,146	16.6	3,265	12.7
1967	12,439	13.5	6,183	12.0	2,905	14.0	3,351	17.2	2,645	10.7
JAPANESE/72	1,408	1.1	683	1.7	315	1.6	397	2.0	--,---	---.--
1971	1,454	1.7	716	1.8	342	1.7	381	1.9	--,---	---.--
1970	1,569	1.7	818	1.7	384	1.9	354	1.7	--,---	---.--
1969	1,550	1.7	866	1.8	351	1.6	333	1.8	714	3.2
1968	1,648	1.8	924	1.8	365	1.8	358	1.9	738	2.9
1967	1,668	1.8	960	1.9	365	1.8	343	1.8	816	2.1

(continued next page)

Table I (cont'd)

Racial Distributions of Pupils by Division-18 for the Years 1967-1972-5*

NIC GROUP D YEAR	*Total		Elementary		J.H.S.		**S.H.S.		***ADULT	
	No.	%	No.	%	No.	%	No.	%	No.	%
Korean 1972	293	.4	170	.4	58	.3	59	.3	---	---
1971	233	.3	146	.3	42	.2	39	.2	---	---
1970	277	.3	125	.3	41	.2	109	.5	---	---
1969	208	.2	76	.2	77	.4	55	.3	127	.6
1968	119	.1	77	.2	25	.1	17	.1	141	.5
1967	79	.1	46	.1	14	.0	19	.1	114	.5
FILIPINO 1972	5,208	6.4	2,979	7.6	1,051	5.3	992	5.0	---	---
1971	4,842	5.8	3,014	7.4	893	4.5	870	4.3	---	---
1970	3,671	4.0	2,436	5.1	657	3.2	537	2.6	---	---
1969	2,863	3.2	2,036	4.2	458	2.1	369	2.0	549	2.4
1968	2,398	2.7	1,718	3.4	380	1.8	300	1.6	705	2.7
1967	2,135	2.3	1,375	2.7	392	1.9	398	1.9	589	2.4
AMERICAN INDIAN 1972	245	.3	150	.4	33	.2	39	.2	---	---
1971	232	.3	141	.3	23	.1	40	.2	---	---
1970	251	.3	159	.3	30	.1	57	.3	---	---
1969	229	.3	123	.3	81	.4	25	.1	72	.3
1968	160	.2	125	.2	20	.1	15	.1	100	.4
1967	162	.2	127	.2	24	.0	11	.1	84	.3
OTHER NON-WHITE 1972	2,039	2.5	1,114	2.8	425	2.1	447	2.2	---	---
1971	1,880	2.3	1,003	2.5	363	1.8	459	2.3	---	---
1970	1,771	1.9	980	2.1	318	1.6	419	2.0	---	---
1969	1,528	1.7	870	1.8	352	1.6	306	1.6	533	2.4
1968	1,479	1.6	866	1.7	289	1.4	324	1.7	377	1.5
1967	1,431	1.6	926	1.8	285	1.4	220	1.1	191	.8

* Total of all Elementary Schools, Junior High Schools, Senior High Schools, Special Schools and Classes and Childrens' Centers, does not include Samuel Gompers and John O'Connell-Day, or the Adult Schools for the years 1967-1972.

** Samuel Gompers and John O'Connell-Day not included in Senior High School Total for the years 1967-1972.

*** The Adult Division was not a part of the SFUSD in 1970-71 and 1971-1972.

TABLE II

Total Racial Breakdown Of Elementary Students Whose Home Language Is Other Than English

Grade	SS	C	J	K	AI	F	Samoan	Hindu	Total
K	703	543	57	17		274	42	15	1,651
1	660	504	46	23	2	327	29	14	1,605
2	610	545	48	26	1	307	47	10	1,594
3	562	645	54	13	2	299	24	11	1,610
4	516	543	58	18		310	28	15	1,488
5	488	549	47	20	2	334	25	12	1,477
6	508	580	58	19		304	20	15	1,504
Grand Total	4,047	3,909	368	136	7	2,155	215	92	10,929
Total School Population	5,727	4,980	683	170	150	2,979	--	--	14,689

Table III

Racial Distributions of Certificated Employees for the Years 1967-72*

CATEGORY	Certificated Employees												
	Year	Total *No.	Total %	SS %	OW %	N/B %	C %	J %	K %	AI %	F %	ONW %	UNK %
Principals and Assistant	1972	244	100.0	6.6	75.0	12.3	3.7	1.2	.0	.0	.8	.4	.0
	1971	279	100.0	4.3	77.1	11.8	3.9	1.1	.0	.0	1.4	.4	.0
	1970	276	100.0	5.1	81.2	8.3	2.9	.7	.0	.0	1.4	.4	.0
	1969	267	100.0	3.0	83.0	9.0	3.0	1.0	.0	.0	1.0	.0	.0
	1968	259	100.0	2.0	90.0	7.0	.0	.0	.0	.0	1.0	.0	.0
	1967	248	100.0	2.0	91.0	4.0	.0	1.0	.0	.0	2.0	.0	.0
All Teachers on Basic Single Salary Schedule	1972	4,725	100.1	3.4	77.9	9.4	5.4	1.2	.0	.0	1.3	.5	1.0
	1971	5,135	99.9	2.9	76.3	8.2	4.7	1.2	.0		.9	.4	5.3
	1970	5,231	100.1	2.7	79.9	7.8	4.4	1.2	.0	.1	.7	.4	2.9
	1969	5,005	100.0	2.5	82.3	7.5	4.3	1.1	.0	.0	.7	.4	1.2
	1968	4,712	100.0	2.0	84.0	7.0	5.0	1.0	.0	.0	1.0	.0	.0
	1967	4,198	100.0	2.0	86.0	7.0	4.0	1.0	.0	.0	.0	.0	.0
Administrative Supervisory-Central Office*	1972	73	100.0	2.7	84.9	11.0	1.4	.0	.0	.0	.0	.0	.0
	1971	82	100.0	2.4	86.6	9.8	1.2	.0	.0	.0	.0	.0	.0
	1970	84	100.0	2.0	85.0	12.0	1.0	.0	.0	.0	.0	.0	.0
	1969	83	100.0	2.0	85.0	12.0	1.0	.0	.0	.0	.0	.0	.0
	1968	74	100.0	3.0	86.0	10.0	1.0	.0	.0	.0	.0	.0	.0
	1967	59	100.0	.0	93.0	5.0	2.0	.0	.0	.0	.0	.0	.0
** City College Administrators	1972	--	--	--	--	--	--	--	--	--	--	--	--
	1971	--	--	--	--	--	--	--	--	--	--	--	--
	1970	--	--	--	--	--	--	--	--	--	--	--	--
	1969	19	100.0	.0	95.0	5.0	.0	.0	.0	.0	.0	.0	.0
	1968	17	100.0	.0	100.0	.0	.0	.0	.0	.0	.0	.0	.0
	1967	15	100.0	.0	100.0	.0	.0	.0	.0	.0	.0	.0	.0
** City College Instructors	1972	--	--	--	--	--	--	--	--	--	--	--	--
	1971	--	--	--	--	--	--	--	--	--	--	--	--
	1970	--	--	--	--	--	--	--	--	--	--	--	--
	1969	468	100.0	1.7	91.2	3.2	2.5	.8	.0	.0	.0	.2	.4
	1968	460	100.0	1.0	94.0	2.0	2.0	1.0	.0	.0	.0	.0	.0
	1967	399	100.0	.0	95.0	2.0	1.0	1.0	1.0	.0	.0	.	1.0
*** Total Certificated	1972	5,042	100.1	3.4	77.9	9.5	5.3	1.2	.0	.0	1.3	.5	1.0
	1971	5,496	100.0	3.0	76.5	8.4	4.6	1.2	.0	.0	.9	.4	5.0
	1970	5,489	100.1	2.8	79.9	7.8	4.4	1.2	.0	.1	.7	.4	2.8
	1969	5,842	100.0	2.4	83.2	7.3	4.0	1.0	.0	.0	.7	.4	1.0
	1968	5,522	100.0	2.0	86.0	6.0	4.0	1.0	.0	.0	1.0	.0	.0
	1967	4,871	100.0	1.0	89.0	6.0	3.0	1.0	.0	.0	.0	.0	.0

* Employees paid hourly are not included if their monthly salary does not exceed $300

** City College has not been a part of the SFUSD since 1970-71

***City College staff included for the years 1967-69

Table I gives the racial composition of the San Francisco Unified School District between 1967-1972. This, in general, is the universe of need for bilingual education. The dramatic decline of white students and the steady increase among the minority groups in the last six years are similarly reflected in the overall city population. The decrease of white students from 41.2% in 1967 to 29.4% in 1972 is somewhat balanced by increases, in the same period, of Spanish-speaking students from 12.7% to 14%, black students from 26.6% to 30.5% and Asian students from 16.7% to 22.8% (including 14.9% Chinese, 1.1% Japanese, 6.4% Filipinos and 0.4% Koreans). The sudden drop in the Chinese enrollment between 1970 and 1971 was caused by the nationally publicized Chinese boycott of the elementary schools following the implementation of a court-ordered busing program in San Francisco. The trend in Junior High and Senior High schools are consistent with city-wide minority trend. The Japanese student enrollment, on the other hand, shows steady decline in both the elementary and Junior High schools. The most staggering increases occurred among the Filipinos (2.3%-4.6%) and the Koreans (0.1%-0.4%), reflecting the impact of recent rise in immigration.

Table II shows the ethnic breakdown of elementary students "whose home language in other than English." These figures are quite useless for our purposes since data collection method is not provided. Besides, their accuracy is highly questionable. For example, the total for each minority group by strange coincidence is identical with its total school enrollment!

A somewhat more accurate set of figures is available from the findings of the U.S. District Court for the Northern District of California in Lau vs Nichols. On May 26, 1970, the court declared that (1) "At present, there are 2,856 Chinese-speaking students in the San Francisco Unified School District who need special instruction in English;", (2) "Of these 2,856 Chinese-speaking students need of special instruction in English, 1,790 receive no special help or instruction at all," and (3) "Of the remaining 1,066 Chinese-speaking students who do receive some special help, 633 receive such help on a part-time basis and 433 on a full-time basis."

The Court further found "as a fact that only 260 of the 1,066 Chinese-speaking students receiving special instruction in English are taught by bilingual, Chinese-speaking teachers."

These figures clearly demonstrated the extent of bilingual education need among the Chinese students. It should be pointed out that there was no similar data available for the Filipino, Japanese and Korean students in the district and there was no bilingual education program of any kind for those who did not speak English. Except for one small Chinese project at the elementary level, a state funded pilot class at the Junior High level, and a small Japanese bilingual education, there is no Title VII program to date for the rest of the Asian students in the school district. Few months ago, the school district did receive about half a million dollars under the bilingual set-aside of the Emergency School Aid Act. But, once the grant was distributed city-wide, its impact is hardly visible.

Time does not allow me to go into detailed discussion on the quality of the existing small bilingual education programs and the local politics of bilingual education. I would like, however, to conclude this section by identifying some critical issues which should be of interest to this committee.

1. Accelerating rates of school suspension, truancy, drop-out, juvenile delinquency and, more recently, violent fights among Asian youth--all problems quite rarely heard of in the Asian community--are unquestionably linked to the unavailability of relevant bilingual education for non-English-speaking students.
2. The serious lack of bilingual-bicultural teaching personnel in the school district, shown on Table III, is a direct result of a deliberate policy and practice of not affirmatively recruiting and hiring bilingual-bicultural teachers on the part of school administrators. Unless the school reverses its discriminatory hiring practice, no effective and sufficient bilingual education programs could be carried out.

3. The continuing output of well-meaning ESL teachers by Teachers Training Colleges not only will prevent potentially qualified bilingual teachers from getting some training, but also will obstruct community efforts to pressure local schools to come up with more bilingual education programs. Universities should be allowed to sponsor bilingual teachers training program in collaboration with not just the local educational agency, but also local community organizations. By giving priority to bilingual teachers training, federal assistance for different teachers training programs could greatly alter the current shortage in bilingual teaching personnel.

4. The busing program in many ways destroyed the small bilingual education program in Chinatown. Originally designed for Chinese-speaking children, it now has students from almost every ethnic group in San Francisco. This simply means that needy Chinese-speaking children are no longer given high priority in this type of program. Instead, achieving perfect school intergration and providing Chinese bilingual education for a very small select group of children of all races are now given the number one priority. With so little money available for bilingual education, what does Congress intend to achieve? To meet the need of non-English-speaking children? Or to meet the strict mandate of Title VI of the Civil Rights Act? Is it possible to separate the need of non-English-speaking children from the strict legal requirement under Title VI?

5. These are some of the questions we hope the Lau vs Nichols case and Congress will address to. But the crucial question is whether the right of non-English-speaking Chinese students to receive an education and equal opportunities requires that the San Francisco Unified School District must provide these students with special instruction in English. Federal District Court felt surface equality of facilities, textbooks, etc.

satisfied the judicial mandate of a right to education. In a 2 to 1 decision, the Ninth Circuit Court upheld the decision. As I mentioned earlier, the U.S. Supreme Court has scheduled a hearing for this case on December 10 this year. It maybe of interest to the Committee that an amicus brief was filed by the former Solicitor General Bork three days before he was named Acting Attorney General of the United States. Our hope is a favorable decision. If it is, it will guarantee all non-English-speaking children the right to an education.

6. Two closely related issues must be raised in connection with the suit and the bills now before this committee:

   (a) Whether the right of non-English-speaking Chinese students to receive an education and equal opportunities require that such special instruction in English must be taught by bilingual, Chinese-speaking teachers.

   (b) Whether the best and the most desirable education for non-English-speaking children is in fact the bilingual education approach rather than the so-called ESL approach.

   For obvious reasons, the Supreme Court is not being asked to speak on these two questions. In my opinion, Congress could and should address itself these two questions and answer them in the affirmative.. Many educators and researchers have responded positively to these two questions while non-English-speaking groups are demanding affirmative answers as well. Bilingual education gives a non-English-speaking child the surest and quickest way to achieve his full potentials without taking away his language and culture, without undermining his self-confidence and destroying his self-respect.

   I urge you to include your affirmative stand on these two issues in the two bills under consideration.

7. I would like to raise another fundamental issue on bilingual education. Should bilingual education be treated as remedial program, a R & D program

or a complete educational program to be made available first to non-English-speaking children and eventually to all American children? Your answer to this question will greatly affect the future direction of bilingual education the amount of money to be appropriated. I think we should flatly reject the remedial approach and should allow no funds to be used for that purpose. I think bilingual education needs further research and development. But they must be conducted under competent and strictest supervision. It is my hope that bilingual education will eventually become a reality for all Americans. But for the time being, limited resources require that the highest priority for bilingual education be assigned to students with non-English-speaking background.

In conclusion, I would like to urge that Congress declare its strongest commitment to provide bilingual education for all non-English-speaking children in the country. This recommendation in no way suggests that I am in favor of not providing bilingual education for native-born Asian Americans or for that matter, any native-born of any ethnic group or nationality. We have gone too far already with the melting-pot myth and we have destroyed many positive aspects of our cultural pluralism. Especially for those who are now rediscovering their lost cultural and linguistic heritage, bilingual education is an absolute must. For Asian Americans who have been taught to abandon their cultural heritage and to disassociate themselves completely from the Asian American community, bilingual education is by far the most viable program for regaining their lost heritage. Their need for bilingual education is just as great. Unfortunately, time and priority do not allow me to address to this very important need in the Asian American community. I think Congress should respond to these rising interests in ethnic heritage.

I still think that a true bilingual education is the best answer to these concerns. I only wish that everyone in this country could have a bilingual education. But for the time being, our number one obligation is to the non-English-speaking in terms of bilingual need. I thank you.

Senator CRANSTON. In order to keep moving and to get to the other panels, may we hear now from Mr. Kills Straight. I have some questions I want to submit to you in writing, Dr. Wang, and I will save them.

STATEMENT OF BIRGIL L. KILLS STRAIGHT, PRESIDENT, NATIONAL COALITION OF INDIAN-CONTROLLED SCHOOL BOARDS, INC.

Mr. KILLS STRAIGHT. My name is Birgil Kills Straight. I am an Oglala Sioux from the Medicine Root District of the Pine Ridge Indian Reservation in South Dakota, and a member of the Oglala Sioux Tribal Council. I am appearing before you today in my capacity as president of the Coalition of Indian-Controlled School Boards, Inc.

The coalition is composed of some 95 schools and Indian organizations in 25 States of the Union which carry on—or are interested in carrying on—educational programs for Indian children. The coalition is the first national, grassroots, Indian organization devoted to educational reform. We started in October of 1971 with four member boards and have grown to our present size in just 2 years.

Before I present our testimony regarding Senate bill 2552, the Bilingual Education Reform Act of 1973, and Senate bill 2553, the Comprehensive Bilingual Education Amendments Act of 1973, I would like to extend to you, Senator Cranston, and your committee, and in particular Senator Kennedy, the greetings of our executive board and our general membership, and to thank you for inviting us to participate in this hearing.

I would like to advise you that we were informed last Friday about this hearing, and some of us were completely unprepared for this. There is a convention going on in Tulsa, the National Congress of American Indians, and most of our people are attending that.

There is another conference coming up with the National Indian Education Association in Milwaukee. I am sure these groups would like to present some form of resolution to this committee.

I would like to state also that we would like to respond to your questions in writing after this hearing. I have the material which the coalition is presenting, but, as I have indicated before, there are well over 250 spoken languages among the Indians, and every one of those tribes has its own specific problems.

Senator CRANSTON. I understand fully, and let me say that I do not know what our schedule will be, but by some method, whether by hearing or by another method, we do want to get a full opportunity for everyone from the Indian communities or any other to submit totally their views to us, and we will take into account their views.

Mr. KILLS STRAIGHT. I am sure this will be appreciated. There are Indian educators in the audience here today, and I would like to have these people respond to some of these questions. Perhaps this can be arranged.

Senator CRANSTON. In some way we will seek to do that.

Mr. KILLS STRAIGHT. To begin, I would like to make some initial comments, which I believe will lay the groundwork for the substance of my comments upon S. 2552 and S. 2553.

A theme which the Coalition of Indian-Controlled School Boards has maintained throughout its brief 2-year existence is that governmental agencies, in their implementation of legislation must be held accountable for carrying out the purposes of Congress. Indeed, the President of the United States must be held accountable for the implementation of legislation which is enacted by Congress and which he himself signs into law.

It seems to us that the present turmoil in high places, the events of the past few months, the circumstances of the resignations of the Vice President, of the Attorney General, and all the related events—it seems to us, Mr. Chairman, that these things come to bear upon this problem of accountability.

We sincerely hope that these events serve to give you, the Congress, as well as the American people as a whole, a new perspective. We hope it gives you a perspective which will bring you up to a level of understanding and perhaps empathy for the problems we face as Indian people demanding accountability of the Bureau of Indian Affairs and State and local educational agencies, and even, as the events of Wounded Knee have demonstrated, accountability of present day tribal governments.

I might add a note at this point which deals not with the coalition, but rather with my experience as a tribal councilman on the Pine Ridge Reservation.

In February of this year, I and two other councilmen of the Oglala Sioux Council, upon repeated outcries from members of our districts, introduced an impeachment resolution calling for the impeachment of the president of the Oglala Sioux Tribe, Mr. Dick Wilson. We felt at that time, and still feel, that there was sufficient documentation to warrant Mr. Wilson's impeachment.

Unfortunately, Mr. Wilson controlled the impeachment process and, in effect, presided at his own impeachment hearing. We appealed to the Bureau of Indian Affairs, but found that their interests were coterminous with Mr. Wilson's. When the people found they had no fair recourse for their complaints, in desperation, they called upon the leaders of the American Indian Movement.

As a result, this country had to contend with the occupation of Wounded Knee. I bring this up to highlight this whole question of accountability. Accountability to whom? On January 31 of this year, I testified before Senator Ervin's Committee on Government Operations relative to the impoundment of funds authorized by Congress for the Indian Education Act of 1972.

In concluding my testimony, I stated:

> We hope for the sake of our children as well as for the sake of the nation as a whole that whatever be the final content of S. 373—the impoundment control bill—that you act to retain a Government accountable to the people.

Accountability to the people, Mr. Chairman, isn't that what our Government is all about? If the Coalition of Indian-Controlled School Boards is anything, sir, it is simply this: Indian people demanding an account from Government for the mess that has come to be known as "Indian Education." Accountability, Mr. Chairman, can only be attained when the structures of Government, and the structures for the implementation of Government programs, are designed with checks against bureaucratic abuse.

If the purpose of a particular piece of legislation is to provide for the educational needs of Indian children—and specifically for the bilingual educational needs of Indian children—then it is the duty of Congress to insure that the structures of implementation provide for accountability to Indian people.

We are the only people who can validly assess the degree to which a bilingual program is meeting our children's needs. We are the people who can tell you whether or not moneys, which you authorize and appropriate after long and exhaustive hearings, are being spent for the purposes which you intended.

In concluding this preface to our remarks, Mr. Chairman, we would like to emphasize very strongly that it is not enough to recognize the needs of Indian students—and in particular bilingual Indian students—it is not enough to compile statistics documenting those needs, to hear testimony from people like myself, and then through legislation to make moneys available to meet those needs.

The heart of the matter is, to whom do you make those moneys available? There must be mechanisms developed in the legislation that both monitors and controls the expenditure of the moneys appropriated. These mechanisms must be mechanisms of accountability to Indian people.

We can say without hesitation that we support the passage of legislation extending the authorization of title VII of the Elementary and Secondary Education Act of 1965. We feel that it would be foolish for the Federal Government to abandon this program at this time. We note that both S. 2552 and S. 2553 call for the establishment of a Bureau of Bilingual Education and establish a 15-member National Advisory Council on Bilingual Education.

We feel that this is a reasonable step in the direction of providing for an accountable structure, particularly we would say from the standpoint of our Spanish-speaking brothers. We note that S. 2552 provides for training of bilingual educators, emphasizes colleges and junior colleges where the majority of the student body are Spanish speaking, mandates bilingual programs in all subject areas in the language a child learns in, amends the Vocational Education Act, and Adult Basic Education Act and the act which establishes the National Institute of Education in such a way as to provide for bilingual programs in the respective acts.

We feel such provision will provide a broader forum to deal with bilingual education. Senator Cranston, you stated in your introductory statements before the Senate—

> The measures we introduced today have an identical goal: To provide educational programs that regard the bilingual child as advantaged. I believe that bilingual education can be a great force in fostering educational change in America. And it clearly rejects the idea that the prime objective of the school is to wipe out all differences in style, heritage, and language background, delivering to society—at the end of 12 years—a nicely packaged, well-rehearsed automatic reciter of majority maxims.

We think this is a significant statement on the part of a U.S. Senator and concur with this view. In general, then, we would support the passage of these bills. However, we do not think that the provisions in either bill are adequate to provide for the needs of the Indian community.

The rest of the statement consists of recommendations.

Senator CRANSTON. The rest of your statement covers your proposals re bilingual education for Indians?

Mr. KILLS STRAIGHT. Right. It refers to the bill, item by item.

Senator CRANSTON. And you spell out what you feel are the needs for bilingual education among the Indian children?

Mr. KILLS STRAIGHT. It covers it. I would like to emphasize this point:

(3) To provide financial assistance to LEA's or to educational institutions, whether public or private, in conjunction with local educational agencies for the purposes as outlined in section 721(a) (2), (3), and (4) with special preference given to those institutions constituted from members of the particular limited English-speaking cultural group.

The reason for the suggestion we have presented above is twofold. First, our experience with technical assistance agencies as well as institutions of higher learning has shown that too many times an institution is given a grant which has no knowledge of the particular Indian community which it is supposed to be helping.

We have testimony which I would like to incorporate with this.

Senator CRANSTON. You are submitting that for the record?

Mr. KILLS STRAIGHT. Yes.

Senator CRANSTON. Fine. Thank you very much.

As you know, the educational affairs of native-American children are spread among several different Federal agencies with overlapping jurisdictions.

What do you see as the proper role for the U.S. Office of Education for Indian education programs?

Mr. KILLS STRAIGHT. I think we must take the initial role or the role of applying that legislation which was created by the Congress to make it more appropriate for Indian people in the communities.

Last year, Senator Kennedy introduced a bill called the Indian Education Act. It is parallel to the Bilingual Education Act, only in that act it deals with the American Indian people. Fifteen members of our committee were appointed by the President which we feel personally were based on political expediency rather than choosing qualified people serving on the committee.

We would like to recommend, as pointed out here, if this bill is passed, and, if moneys are made available and everything is included in this which meets the approval of Congress, this 15-member advisory council be appointed by the Secretary.

There you would find people who are interested in education who are involved on this council.

Senator CRANSTON. That is provided, you know, in the bill.

Mr. KILLS STRAIGHT. Right. We found ourselves fighting amongst ourselves as an Indian organization, and from tribe to tribe, merely because the whole appointment process was actually left up to the President, and the majority of the 15 members of the board were appointed because of the fact that they were Republicans, the fact that they know some Republican person involved here.

We find that, even though it helps us very much, we still have a big battle ahead of us.

I would like to point out there is a need for comprehensive legislation to address overriding problems in Indian education. We believe that such legislation must be enacted, and must be enacted by Congress which is willing to help the Indians.

In closing, Mr. Chairman, I would like to incorporate for the record those items I mentioned previously.

Senator CRANSTON. Thank you. The entire matter will go in the record.

[The prepard statement of Mr. Kills Straight follows:]

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STATEMENT

BIRGIL L. KILLS STRAIGHT

ACCOMPANIED BY

ABE PLUMMER

REPRESENTING THE COALITION OF INDIAN CONTROLLED SCHOOL BOARDS,

BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION

COMMITTEE ON LABOR AND PUBLIC WELFARE

OCTOBER 31, 1973

*COALITION OF INDIAN-CONTROLLED SCHOOL BOARDS, INC.

Mr. Chairman, my name is Birgil Kills Straight. I am an Oglala Sioux from the Medicine Root District of the Pine Ridge Indian Reservation in South Dakota, and a member of the Oglala Sioux Tribal Council. I am appearing before you today in my capacity as President of the Coalition of Indian Controlled School Boards, Inc. The Coalition is composed of some ninety-five schools and Indian organizations in twenty-five states of the Union which carry on, or are interested in carrying on, educational programs for Indian children. The Coalition is the first national, grassroots, Indian organization devoted to educational reform. We started in October of 1971 with four member boards and have grown to our present size in just two years.

Before I present our testimony regarding Senate Bill 2552, the "Bilingual Education Reform Act of 1973", and Senate Bill 2553, the "Comprehensive Bilingual Education Amendments Act of 1973", I would like to extend to you Senator Pell and your committee, and in particular Senators Kennedy and Cranston, the greetings of our Executive Board and our general membership, and to thank you for inviting us to participate in this hearing.

To begin, I would like to make some initial comments, which I believe will lay the ground work for the substance of my comments upon S. 2552 and S. 2553.

A theme which the Coalition of Indian Controlled School Boards has maintained throughout its brief two year existance is that governmental agencies, in their implementation of Legislation, must be held accountable for carrying out the purposes of Congress. Indeed, the President of the United States, must be held accountable for the implementation of

Legislation which is enacted by Congress and which he himself signs into Law. It seems to us that the present turmoil in high places, the events of the past few months, the circumstances of the resignations of the Vice President, of the Attorney General, and all the related events, - it seems to us Mr. Chairman - that these things come to bear upon this problem of Accountability. We sincerely hope that these events serve to give you, The Congress, as well as the American people as a whole, a new perspective. We hope it gives you a perspective which will bring you up to a level of understanding and perhaps empathy for the problems we face as Indian people demanding accountability of the Bureau of Indian Affairs and State and Local Educational Agencies, and even, as the events of Wounded Knee have demonstrated, accountability of present day Tribal Governments. I might add a note at this point which deals not with the Coalition, but rather with my experience as a Tribal Councilman on the Pine Ridge Reservation. In February of this year I and two other Councilmen of the Oglala Sioux Council upon repeated outcrys from members of our districts, introduced an impeachment resolution calling for the impeachment of the President of the Oglala Sioux Tribe, Mr. Dick Wilson. We felt at that time and still feel that there was sufficient documentation to warrant Mr. Wilson's impeachment. Unfortunately Mr. Wilson controlled the impeachment process and in effect presided at his own impeachment hearing. We appealed to the Bureau of Indian Affairs, but found that their interests where co-terminous with Mr. Wilson's. When the people found they had no fair recourse for their complaints, in desperation, they called upon the leaders of the American Indian Movement. As a result, this country had to contend with the occupation of Wounded Knee. I bring this up to highlight this whole question of accountability. Accountability to whom? On January 31 of this year, I testified before Senator Ervin's Committee on Governmental Operations relative to the impoundment of funds authorized by Congress for the Indian Education Act of 1972. In concluding my testimony I stated, "We hope for the sake of our children as well as for the sake of the Nation as a whole that whatever be the final content of S.373 (The Impoundment Control Bill) that you act to retain a Government Accountable to the people." Accountability to the people - Mr. Chairman - isn't that what our government is all about? If the Coalition of Indian Controlled School Boards is anything Sir, it is simply this, Indian people demanding an account from Government for the mess that has come to be known as "Indian Education". Accountability, Mr. Chairman, can only be attained, when the structures of government, and the structures for the implementation of government programs, are designed with checks against Bureaucratic abuse. If the purpose of a particular piece of legislation is to provide for the Educational needs of Indian children, and specifically for the Bi-lingual Educational needs of Indian Children, then it is the duty of Congress to insure that the structures of implementation provide for accountability to Indian people. We are the only people who can validly assess the degree to which a Bi-lingual program is meeting our children's needs. We are the people who can tell you whether or not monies, which you authorize and appropriate after long and exhaustive hearings, are being spent for the purposes which you intended. In concluding this preface to our remarks, Mr. Chairman, we would like to emphasize very strongly, that it is not enough to recognize the needs of Indian students, and in particular Bi-lingual Indian students, it is not enough, to compile statistics documenting those needs, to hear testimony from people like myself, and then through legislation to make monies available to meet those needs. The heart of the matter is to whom do you make those monies available? There must be mechanisms developed in the legislation that both monitors and controls the expenditure of the monies appropriated. These mechanisms must be mechanisms of accountability to Indian people.

GENERAL STATEMENT OF SUPPORT FOR S.2552, and S.2553

We can say without hesitation that we support the passage of legislation extending the authorization of Title VII of the Elementary and Secondary Education Act of 1965. We feel that it would be foolish for the Federal Government to abandon this program at this time. We note that both S.2552 and S.2553 call for the establishment of a Bureau of Bi-lingual Education and establish a 15-member National Advisory Council on Bi-lingual Education. We feel that this is a reasonable step in the direction of providing for an accountable structure, particularly we would say from the standpoint of our Spanish-speaking Brothers. We note that S.2552 provides for training of bi-lingual educators, emphasizes colleges and junior colleges where the majority of the student body are Spanish speaking, mandates bi-lingual programs in all subject areas in the language a child learns in, amends the Vocational Education Act, the Adult Basic Education Act and the act which establishes the National Institute of Education in such a way as to provide for bi-lingual programs in the respective acts. We feel such provision will provide a broader forum to deal with Bi-lingual Education. Senator Cranston stated in his introductory statements before the Senate "The measures we introduce today have an identical goal: To provide educational programs that regard the bi-lingual child as advantaged. I believe that bilingual education can be a great force in fostering educational change in America. And it clearly rejects the idea that the prime objective of the school is to wipe out all differences in style, heritage, and language background, delivering to society - at the end of 12 years - a nicely packaged, well rehearsed automatic reciter of majority maxims." We think this is a significant statement on the part of a United States Senator and concur with this view. In general then we would support the passage of these Bills. However, we don't think that the provisions in either Bill are adequate to provide for the needs of the Indian community.

SPECIFIC RECOMMENDATIONS S.2553

Sec. 702 (a) Policy; Appropriations. We suggest an addition (a) (3) to this Section which would specify as one of the purposes to provide financial assistance for Teacher Training, and other related activities. Suggested wording for this section would be,

"(3) to provide financial assistance to L.E.A.'s or to Educational Institutions whether public or private in conjunction with local educational agencies for the purposes as outlined in Sec. 721 (a)(2), (3) and (4) with special preference given to those institutions constituted from members of the particular limited English speaking cultural group.

The reason for the suggestion we have presented above is twofold. First our experience with technical assistance agencies as well as institutions of higher learning has shown that too many times an institution is given a grant which has no knowledge of the particular Indian community which it is supposed to be helping.

Thus we think an emphasis should be placed upon the background of the Agency providing these types of services. We believe a priority should be placed on the development of Indian Controlled Institutions to serve Indian people. I would like to note here Mr. Chairman that I speak of Indian Institutions and Indian Communities, rather than "limited English speaking groups" primarily because I am here to make recommendations which will make **this** legislation relevant for Indian people.

Secondly I think consideration should be given to L.E.A.'s themselves receiving Bi-lingual Grants to conduct developmental activities at the local level with the Grant Funded at a level allowing them to secure their own technical assistance by sub-contract whether from institutions of high learning, private organization or from individuals. But I want to emphasize that I am considering the expanded definitions of L.E.A. under Section 722. In this discussion, and am concerned specifically with elementary and secondary schools operated for Indian children which are Indian controlled nonprofit institutions or organizations of Indian tribes. We are concerned with developing that mechanism which will most closely provide for community control of the educational process.

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Section 703 (a)(1)(C) "Definitions/Regulations"

Although the intent of the bill is to provide for the needs of 'children of limited English-speaking ability' it seems to us that a great number of Indian children will only be eligible by definition of the Commissioner through regulation. We would rather see Indians eligible by definition in the Bill, thus we would suggest a new Section (C) which states "Native American children whose dominate language is other than English" be added and designate the Section 703 (a) (1) (C) as provided in the Bill as Section 703 (a)(I)(D).

Section 703 (a) (4) (A) (iii). We would suggest that there be an addition of the word "Tribe" between Nation, and Territory. Although we prefer to think of ourselves as Nations we realize that the definition as accepted by most non-Indians does not conform to ours. Thus to eliminate any doubt that the law is concerned with tribal history we think it appropriate to make this specification.

Section 703 (a) (4) (E) (ii). Although we believe that there should be involvement by parents, teachers and students we would prefer the weight of the committee to be in favor of parents. For this reason we would suggest strong language in this section which would eliminate teacher domination. Suggested language might be "with the participation and approval of a community committee composed of, and selected by such parents from their own number of which at least one-half the members shall be such parents and, where applicable, secondary school students, and such teachers in an advisory capacity as are selected by the community committee."

Section 722 "Children in Schools on Reservations" We suggest this section be changed to provide for coverage for all bilingual Indian programs. Thus we would suggest the heading be "Native American limited-English speaking children."

There are two reasons for this approach; first in the states of Oklahoma and Alaska technically there are no reservations. Secondly not all Indians are recognized by the Federal Government or the state governments. We believe the program should be made available to all Indian communities where children have limited English speaking abilities. In view of this we would further recommend that Sec. 722 (a) be amended to read "For the purpose of carrying out programs pursuant to this title for individuals serviced by elementary and secondary schools operated for Indian children, a nonprofit institution or organization of the Indian tribe concerned which operates any such school for the purpose of this section, may be considered to be a local educational agency as such term is used in this title."

Section 722 (6) We feel it important to dwell for a moment upon the requirements as set forth in this section. The effect of the language in this section is to require that all bilingual programs to schools either operated or funded by the Bureau of Indian Affairs for elementary and secondary school programs be channeled through the Bureau of Indian Affairs. We object most strongly to the designation of schools funded by B.I.A. This would include contract schools such as Ramah, New Mexico or Wind River High School, Wyoming. Such schools are continually fighting to shed the yoke of B.I.A. dominion. Such a requirement would only help to strengthen the dead Bureaucracy of the B.I.A., an agency severely criticized in the Senate Report "Indian Education: A National Tragedy - A Nation Challenge". We concur in the assessment of this report that the B.I.A. is the Agency most unresponsive to the educational needs of Indian people. It is our opinion and our experience that the Bureau, in its present structure, will not allow for the full impact of the proposed legislation. It would in fact provide funds to pay for the rention of Civil Service personnel to whom this Federal agency has a greater committment than to the needs of Indian students.

We recommend that funds appropriated for Indian students under S.2552 and S.2553 be placed under the responsibility of the recently established Office of Indian Education within the Department of Health, Education and Welfare. We believe this will provide a more accountable structure for the Indian programs for the following reasons:

1. The framework for awarding grants and contracts directly to Indian communities and institutions is now well established in the Office of Indian Education and would make such awards on the basic of need through a developed award system;
2. Funds appropriated for Indian bilingual projects would, if placed under the authority of the Secretary of the Interior, trickle through their bureaucratic structure, without a significant impact reaching those beneficiaries funds are intending to reach.
3. Mechanisms for control and direction of programs are ensured in the grant process developed by the Office of Indian Education.
4. A practical reason Mr. Chairman is that in 1973, 23.1 million dollars went for Bilingual Educational programs for Spanish speaking peoples

while 2.6 million dollars was spent upon Alaskan and American Indian projects. While we acknowledge the fact of the larger number of Spanish speaking peoples we must point out to you that there are well over 250 Native American languages. In order to develop materials and expertise in bilingual methods for languages that do not have a European history there will necessarily have to be a much greater effort and expenditure in the beginning. We do not feel that the interests of the Indian community will be adequately protected under this structure. We are recommending therefore that there be a set aside of the total appropriation for Indian projects, that this set aside be administered by the Office of Indian Education, and that the amount be determined by need rather than by population statistics. By recommending that the Office of Indian Education administer these monies we are not suggesting Federal Boarding Schools should be excluded from eligibility for funds. Rather we say that they must follow the same criteria and requirements for funding established for all potential Indian grantees. This would ensure that they must include the Indian community in the development of bilingual program and be subjected to the same measures of accountability that would be developed for other programs funded under this act.

We therefore recommend that Section 722 (b) be deleted and in its place a section included which incorporates the above recommendations.

Part B - Administration

We have already commented upon the Administrative needs for the Indian communities. We do not oppose the establishment of the Office of

Bilingual Education, in fact we think it will be particularly helpful for the Spanish speaking community. We might suggest a greater emphasis upon community members in the make-up of the National Bilingual Education Advisory Board. Our experience with Presidential appointments would lead us to recommend Secretarial appointments as is provided in S.2553 rather than Presidential appointments as provided in S.2552. We felt political expediency far out weighed educational merit in the process of Presidential appointments for the National Advisory Committee on Indian Education. We think that the inclusion of a specified term of office for the Advisory Board Members is of merit.

Part C, Sec. 742 (C) We would recommend an addition after the word Organizations which would read as follows: "with special preference given to those institutions constituted from members of the particular limited English speaking cultural group." Again our concern is with the question of to whom monies are given for the performance of Education Research. We believe there are Indian organizations capable of adequately performing these services.

S.2552, the "Bilingual Education Reform Act of 1973". I will not comment in detail on S.2552. However I believe that my major recommendation of S.2553, the "Comprehensive Bilingual Education Amendments Act of 1973", will apply to both Bills. In conclusion I would point out that there is a need for comprehensive legislation to address the overriding problems in Indian Education. We believe that such Legislation must be enacted, and it must be enacted by a

Congress and an Administration willing to work with the total Indian community, willing to address the key issues of Indian Education Financing as well as Indian Education Financing as well as Indian Education Control. All of the legislation we have today is piecemeal legislation which doesn't key upon the root causes of failures in Indian Education. We have supported the passage of the "Indian Education Act of 1972" P.L., 92-318, as well as S.1017 "The Indian Self-Determination and Educational Reform Act of 1973." Given the incorporation of our recommendations we are now supporting S.2552, the "Bilingual Education Reform Act of 1973", and S.2553, the "Comprehensive Bilingual Education Amendments Act of 1973". Nevertheless we are prepared to put forth a full effort to help develop that Comprehensive Legislation that is so long overdue.

In closing Mr. Chairman, I would like to incorporate for the record a presentation which we made to the Office of Management and Budget along with other Indian organizations on October 4, 1973.

Thank you.

Senator CRANSTON. I want to thank each of you for your very helpful testimony.

Dr. Wang, you were good enough to stay up all night to get here. You came a long way. I would imagine you are pretty tired. I am familiar with the excellent work you are doing.

Our next panel concerns itself with "Issues of Bilingual Education: Structures and Direction." It consists of Gloria Zamora, former director of title VII bilingual program, San Antonio, Tex.; Alex Rodriguez, chairman, Massachusetts Advisory Commission on Bilingual Education; and Ophelia Flores, principal, Belvedere Junior High School, East Los Angeles, Calif.

Before you start, I would like to point out that we have three other panels after this one. In fairness to each of the panels, we do have to try to distribute time equitably.

Please summarize your statements and make rather brief summary. The full statement will go in the record.

STATEMENT OF ERNEST J. MAZZONE, DIRECTOR, MASSACHUSETTS OFFICE OF BILINGUAL EDUCATION, STATE DEPARTMENT OF EDUCATION; DR. GILBERT T. MARTINEZ, DIRECTOR, BILINGUAL-BICULTURAL TASK FORCE, CALIFORNIA DEPARTMENT OF EDUCATION; DR. HENRY PASCUAL, DIRECTOR, CROSS-CULTURAL EDUCATION UNIT, NEW MEXICO DEPARTMENT OF EDUCATION; DR. CECILIO OROZCO, DIRECTOR, INSTITUTE FOR BILINGUAL EDUCATION, NEW MEXICO HIGHLANDS UNIVERSITY; MARIA GUTIERREZ SPENCER, DIRECTOR OF BILINGUAL TEACHER TRAINING, DEMING PUBLIC SCHOOLS, DEMING, N. MEX.; CONSISTING OF: A PANEL ON PREPARATION OF BILINGUAL EDUCATION PERSONNEL

Mrs. SPENCER. My name is María Gutiérrez Spencer. I usually teach in the first three grades. I teach English and Spanish subject matter.

Dr. Orozco is going to outline the prospective program for bilingual teachers in the university setting. I would like to speak of training of experienced teachers already in the field. Nowadays it is quite common for a superintendent to find himself bowing to public pressures to come up with a bilingual program. He casts about for a teacher with a brown face or a Spanish name to head the experiment. This particular teacher may not know anything about the rationale, the methodology, or the materials.

If the experiment fails, the administration will add bilingual education to the list of programs that didn't work. In New Mexico, the State Department of Education asked the State legislature to establish a network of demonstration centers where teachers can spend 2 weeks in a natural setting, observing master teachers working with Mexican-American children.

The trainees also have the opportunity to discuss rationale and receive appropriate materials. They are video-taped to encourage self-evaluation. Later, the network staff visit the trainees in their own classroom and offer further assistance.

Innovation in education is difficult at best. A teacher who strays from the well-worn rut can become very lonely. To cut down on their isolation and encourage innovators, the State provides a staff which is always ready to answer a cry for help. We hope this type of help is provided.

There is a need for attitudinal changes. Rather than thinking of bilingual children as disadvantaged, they should be considered a national resource. It is interesting to note that in countries like Mexico, it is usually the rich and the upper middle class which can afford to attend bilingual classes and become multilingual. In the United States, on the other hand, many educators feel bilingual classes should only be available to the poor. As long as bilingual education is considered remedial, the children will suffer because they are labeled. Studies like those described by Robert Rosenthal, "Teacher Expectations for the Disadvantaged," show the potential and achievement of the student depend largely on the attitude of the teacher as expressed by verbal and nonverbal messages. All of us see ourselves in the eyes of others. And children especially perform according to the way they perceive themselves. A facilitator of learning, therefore, must help a child find his identity and think of himself as a worthwhile individual with many potentialities.

It is well that you are in favor of giving the monolingual English-speaking child the opportunity of choosing bilingual programs. It should not be necessary to send children to South America, France, or Hong Kong to become bilingual and bicultural. Right here in this country we have the resources to give the monolingual child a new language and allow him to discover a new world of feelings about time, work relationships, age, beauty, et cetera. Contact with bilingual peers and properly trained bilingual teachers can achieve the miracle.

I would like to suggest that there should be more awareness of the problems of teaching English at the level where the child is. In a way I was lucky because I did not know any English when I started school. The teachers recognized my problem. Pity the child who comes to school with a little social English but who does not understand instructions given in academic English. When he fails to follow directions the teacher assumes he is a nonlearner. He is labeled and written off.

I have worked at schools where none of the children understand English at their age level yet the teachers are carrying on the instructional program as if they were being understood. This is an exercise in futility.

Even people like me, who supposedly have diagnostic skills, can be fooled. One day I walked into a class without my lesson plan. I said, "I am going to have to be more efficient or the boss will fire me." Many little hands went up. They wanted to know what efficient meant. I was very pleased. The next day a little boy asked me if I was efficient yet. He said he hoped I would try harder because he did not want the boss to burn me up.

The structure of English is very different from that of Spanish. Little function words defeat us. To me "on the carpet" and "in the carpet" were the same. Yet many teachers ask parents not to speak Spanish to their children, but to help them by speaking English. Recently I heard a candidate for a school board address a group of my colleagues. He said, "I am telling you teashurs, I wanted my shilren to speak good English. I don't want any of this tesol. You know what that is, "Teashing Englich to Speakers of Other Languages." No sir, I want my keeds to speak jus plain Englich." The gentleman compounded our problems. His children would have been better off if he had not been such an enthusiastic teacher of English.

When Juanito fails, Johnny pays. My heart goes out to Juanito because his life is destroyed. But I also feel sorry for Johnny, the adaptive child who does his homework, fills in all the dotted lines and pays tuition to go to college so he can have the privilege of supporting those who fail. A person who fails in school may well go on welfare, to a mental hospital, or to prison.

Today we all win or we all lose to some degree.

The schools have sometimes been like a gardener who buys an expensive rosebush and cuts its roots. He plants it and lavishes care on it and is surprised that he has only produced a stump. For in his enthusiasm for change he has killed the plant. The schools in trying to make us what we are not have often killed our spirit, stunned our curiosity, and deadened our feelings. It is most commendable that some of you national leaders recognize the importance of nurturing our spirit through our roots and allowing our talents to flower. Bilingual education is part of a strong national trend towards a more humanistic education. On behalf of our children, I thank you.

Senator CRANSTON. Thank you very much for a very eloquent statement. I want to stress my agreement with your point about this being a resource, not basically a problem.

[The following answers were subsequently supplied by Mrs. Spencer for the record in response to Senator Kennedy's request:]

Bilingual-Bicultural Demonstration and Teacher Training Center

New Mexico Bilingual Network

DEMING PUBLIC SCHOOLS
Deming, New Mexico 88030

November 6, 1973

The Honorable Edward M. Kennedy
United State Senate
Washington, D. C. 20510

Dear Senator Kennedy:

Enclosed are the answers you requested.

My colleagues and I thank you for your interest in our children.

Sincerely,

Maria Gutierrez Spencer

María Gutiérrez Spencer

MS/rt

QUESTIONS--PANEL ON TEACHER TRAINING

(1) What is you experience with the current level of understanding of the need to develop bilingual teachers, paraprofessionals, counselors or administrators at the state level? at the local level? at the university level? at the federal level?

The State Department of Education of New Mexico is very much aware of the need to develop bilingual personnel, but I have heard complaints from teachers in other states that their state departments are not taking any initiative in teacher preparation. Our state is the only one which has certification requirements for bilingual teachers and T. E. S. O. L. (Teachers of English to Speakers of Other Languages). The State Department of Education persuaded the New Mexico Legislature to set up a network of bilingual bicultural demonstration and teacher-training centers, where experienced teachers can spend two weeks observing and teaching in a natural setting.

Very few of the local administrators are concerned with teacher-training. They assume any Mexican-American is automatically a bilingual teacher.

The universities usually rename courses to give the impression that they have offerings for prospective bilingual-bicultural teachers. New Mexico Highlands University is one of the very few that is beginning to offer realistic courses. In setting up a bilingual program there is much inter-departamental competition.

In my experience the best preparation of bilingual teachers has taken place at the E. P. D. A. eight-weeks summer institutes for experienced teachers. For instance of the participants in the New Mexico EPDA 1970 Institute at Guadalajara, Mexico almost all are involved in bilingual education, and many of them are directors or teacher-trainers.

(2) How can junior colleges, community colleges and universities best aid in developing the necessary bilingual personnel?

Junior colleges, community colleges and universities can best help in developing bilingual personnel by giving them the appropriate materials and the opportunity to try them out. In the Network we give the trainees the S. C. D. C. materials (Spanish Curricula Development Center, 1420 Washington Ave., Miami, Florida 33139) developed with Title VII funds and ask them to teach math, science, social studies, reading, fine arts, etc. to other trainees and later to children. In the meantime the staff provides assistance, video-taping to promote self-evaluation, and hints on methodology. The trainees learn fast because they are involved. All too often university professors talk about bilingual education but do not practice it.

(3) Can in-service bilingual teacher training programs be effective in improving bilingual education programs?

Many of the teachers now in the field need more preparation. In-service, workshops, and summer institutes can provide help. The training provided at a demonstration center is most valuable because the process can be seen. It is easy to see what works or does not work with children.

(4) Should every bilingual grant to a local school district include a requirement for in-service training?

In my opinion it is imperative that each grant require in-service training. Bilingual teachers need a profeciency in the home language, knowledge of English methodology, and the role of the mother-tongue in learning concepts. They must also be aware of the importance of teacher attitude in improving the self-image of the child. Teachers know very little about our rich Indian and Hispanic cultural heritage. Unless they know something of our history, heroes, music, literature and art they may present a damaging model of our home culture.

(5) What are the kind of roles that paraprofessionals can play?

Paraprofessionals can provide help that will allow the teacher an opportunity to be more creative. A bilingual-bicultural paraprofessional can make the school appear less hostile to a child, and can act as a link with the community. Teaching by example is the most valuable. When children see people of their own ethnic background interacting successfully in a multicultural envoirnment with adults of the majority group, they are motivated in a positive manner.

(6) What is the need for bilingual counselors and administrators?

The lack of competent administrators and counselors is even more acute than that of teachers. Some of our colleagues who visit our Center tell us frankly that they are afraid to try bilingual education and other innovations because of their principals. Unfortunately most of our administrators are ex-coaches rather than master teachers. In other countries the administrator is the headmaster. At present even minority group principals can be very insensitive to the needs of bilingual children. Generally they have attained their position by being adaptive and submissive.

In our area counselors are notorious for channeling minority group students into low-aspiration jobs.

(7) Are universities equipped to provide adequate bilingual teacher training?

It is true that it is difficult for the universities to find enough coordinate and compound bilingual instructors, but it is possible to hire subject-matter specialists from other Spanish-speaking countries. Their Mexican-American instructors can conduct the classes on cross-culture, rationale, and methodology.

Some universities will use excuses such as lack of money and difficulty in finding the staff. Lack of money should not be an excuse since there are many teacher-training institutions which are using their money for less important things. Western New Mexico University in Silver City, New Mexico is an interesting case. In spite of the fact that it is a teacher-training institution in a county that is about 70% Mexican-American it has only two Mexican-Americans on the teaching staff and does not offer any courses in bilingual education during the regular school year. New Mexico Highlands University with a lower pay scale has 50 Spanish-speaking faculty members. Three years ago Wester New Mexico University turned down an offer of $90,000 for an E. P. D. A. bilingual bicultural summer institute for experienced teachers of the area. It would appear that addressing themselves to the problems of the children of the area would be one of their legitimate concerns.

In my opinion grants should only be given to universities who can clearly demonstrate their ability to offer practical courses taught by a competent staff.

(8) Can non-Spanish-surnamed be trained so as to be effective in bilingual roles in Chicano or Puerto Rican or Cuban communities?

Non-Spanish surname teachers can be trained to work with Spanish-speaking children, provided they are sensitive to the feelings and learning style of the children and their culture. There are some Spanish-surname teachers who should not be in bilingual programs because of their attitude towards themselves, the people of their own culture and the culture of poverty. We do not need missionaries but sensitive, exciting people who are interested in humanistic education. Name and ethnic background are no guarantee.

Naturally one must admit that it is more likely that a person who from infancy has been bilingual and bucultural to understand the nuances and communicate and be able to reinforce the children of his or her own culture.

One of my concerns is that we do not develop exclusively a system where the teacher is of the dominant group and the paraprofessional is of the minority group. The situation should be reversed whenever possible. Otherwise the child will think that people of our group must always have the secondary position.

Last summer in South America I was overwhelmed by the stupidity of our educational system. Our dollar was devalued because we had lost markets. Our diplomats were having difficulty communicating. Yet in our country we have millions of citizens that could make excellent salesmen, journalists, and diplomats, not only because they know the language, but because they understand the psychology of the people of twenty-one Spanish-speaking countries. It is a shameful waste of our resources.

Senator CRANSTON. Mr. Pascual.

Mr. PASCUAL. I am the director of the Cross Cultural Education Unit of the New Mexico State Department of Education. I have been working with bilingual education for many years. I do not want to read my testimony, because it will be presented for the record.

In addition to the short testimony I have, I have four exhibits, one entitled Bilingual Education for New Mexico Schools. Exhibit B is entitled Determining Needs for the Education of Minority Groups for New Mexico Schools, with accompanying attachments. Exhibit C is Preservice and Inservice Training Center for Native American Teachers. Exhibit D is Samples of Children's Writings in English, which testifies about themselves, about the needs that we have in our State of New Mexico.

Senator CRANSTON. They will all be printed in the record at the conclusion of your testimony.

Mr. PASCUAL. I would like to point out that New Mexico was a very unique State in this Nation. We have a population of 41 percent Mexican-American students in the public schools, a population of 8 percent native Americans.

I would like to point out that we have a 3 percent black population with a black dialect of English. That makes the native speaking English population only 49 percent or rather 48 percent.

Our needs in New Mexico are many. Our efforts are good, and I believe laudable, but of course not sufficient.

The State of New Mexico has the only certification criteria for teachers in the teaching of English, as a second language, in this Nation. I believe we will have the certification of bilingual teachers this week, so that we can provide significant training for teachers of minority groups.

I wish to congratulate and commend you for including the State education agencies and design some responsibilities for these agencies in your bill, in asking that State plans be presented to the U.S. Office of Education for participation in title VII.

I wish to make my comments very brief and hope that the documents presented to you by me will be read by the committee because I believe that the needs of the Southwest and Mexican-American children of the Southwest and the Native Americans are somewhat different from the needs of other children in this Nation, and I would like to point out that bilingual education to this point has been a remedial token type of education for children, and it should not be classified in this manner.

I propose a change in the meaning of bilingual education and its intent. I believe it is the human right of the minority groups to maintain their language and their culture and the schools and social institutions of this Nation should serve the needs and wishes of the communities, and of course in maintain their language and culture as well as attaining proficiency in the English language so that they may function at a level of proficiency and the level of expectations that this country needs of our citizens.

Furthermore, and my last statement, I would like to point out that there are 21 Spanish-speaking countries in this hemisphere, and the 5th largest Spanish-speaking country in this hemisphere is the United

States, and this is a human resource in language and culture that we cannot ignore.

Thank you very much.

Senator CRANSTON. Dr. Pascual, could you briefly describe what qualifications you would ascribe to an ideal bilingual teacher?

Mr. PASCUAL. An idea bilingual teacher is one who would have specific literacy skills in the language in which she will be teaching or the two languages in which she will be teaching the children. She would be fluent and able to understand the vernacular of the children—she or he should already be well trained in teaching. She would have training in the fundamental aspects of the culture—the daily life aspects of the culture of that minority group.

She would have a thorough knowledge of the culture herself, the history and civilization of the people involved, both English speaking as well as Spanish Indian, or whatever nationality, so she will be very well prepared so the children will not miss out on their conceptual and intellectual school skills.

Senator CRANSTON. Thank you for an excellent statement.

Mr. PASCUAL. I would like to make a part of the record an additional document which is entitled Requirements for Certification of Bilingual Teachers.

Senator CRANSTON. Thank you. That will go in the record following your prepared statement and previous exhibits supplied for the record.

[The prepared statement of Mr. Pascual with accompanying exhibits and questions supplied to Mr. Pascual subsequently supplied for the record in response to Senator Kennedy's request follow:]

TESTIMONY BEFORE

THE SUBCOMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

On Bills

S.2552 and S.2553

OCTOBER 31, 1973

By

Henry W. Pascual, Director
Cross Cultural Education
New Mexico State Department of Education
Santa Fe, New Mexico

Opening Remarks

As a member of one of the largest minority group citizens of this country I want to thank the chairman and members of the Education Committee, and Senators Kennedy, Cranston, and Montoya, for their efforts in providing for the full development of the vast human resources available in this country -- resources of languages and cultures other than English by supporting the concept of bilingual-bicultural education with S.B. 2552 and 2553.

There are twenty-one Spanish speaking countries in this hemisphere, and the United States is the fifth largest Spanish-speaking nation of the 21. Therefore, by providing legislative and financial support for the education of bilingual-bicultural as well as English-speaking children you are developing citizens for a future society which will need these human resources.

Bilingual-bicultural eudcation has, in the past five years, opened the door for full intellectual development of thousands of children who otherwise would have not reached their true educational potential. We have learned much about bilingual children and what they can achieve given the opportunity.

Bilingual education has come of age and it is time that it be accepted not as a remedial program for deprived children, but as a vehicle for developing and expanding the richness of languages and cultures of this country.

To achieve the true promise of bilingual-bicultural education, it is imperative that a comprehensive teacher training program be instituted - a program which will give teachers the basic skills of language, a firm background in all aspects of the culture of the minority group they will be teaching, and methods and materials to do the job.

It is important that teacher training programs be designed both for the native speaker of the non-English language as well as for the speaker of English, because the Anglo-Saxon teacher has to be a partner in the intellectual and general academic development of minority group children.

We are at present faced with the problem of the untrained Mexican-American teacher, for example, who can be an excellent linguistic and cultural model for Mexican-American children but who, because of the hisotry of neglect for his language and culture feels inadequate to teach bilingually. In the state of New Mexico, for example, we have a cadre of over 2,000 Mexican-American teachers, already in the profession, who could, with good training, become excellent bilingual teachers.

We are not in the same position in relation to Indian teachers. In my state, New Mexico, we have over 22,000 Indian children in the public schools but only 114 teachers representing them. Bilingual-bicultural education for our Indian students is a critical need. The training of teachers from the Navajo nation and the Pueblos is so critical that I have proposed to various state and federal agencies that teacher training centers be established in the Indian communities rather than in the college campuses, and that on-the-job training be the rule rather than the traditional campus oriented programs we have. The frustration of the community is so great that in one tribe in our state a study revealed a ~~suicide~~ drop out rate of 53%.

You will decide during this session of Congress what bilingual-bicultural education will be, and with your decision what the future of millions of children will be. We as educators can tell you with facts and figures what the needs are. Researchers such as Lambert, Fishman, De Avila, Pascual-Leone, Mackey and others have proven that bilingual education is an avenue for academic as well as vocational achievement not only for the minority group student, but also for the speaker of English. Therefore, knowing that the first five years have provided the proving ground, I would like to urge that you consider bilingual-bicultural education not as compensatory or remedial; not in terms of a limited program for elementary schools, but as an integral part of the general curriculum from early childhood education through the 12th grade and for any child regardless of ethnic or socio-economic background. It is great to be an American -- greater yet to be a bilingual American.

I would like to present the following exhibits to the Committee and ask that they be made part of the record:

Exhibit A -	Bilingual Education for New Mexico Schools.
Exhibit B -	Determining Needs for the Education of Minority Groups for New Mexico Schools - with accompanying attachments.
Exhibit C -	Pre-Service and In-Service Training Center for Native American Teachers
Exhibit D -	Samples of Children's Writing - English

Terminology for identification of bilingual children

I refer the committee to page 2, line 1, of SB 2552 after the word of, delete the rest of line 1, and all of line 2, and insert after the word 'of' - 'culturally and linguistically different children.'

I further suggest that the term 'culturally and linguistically different' be used throughout the bill.

The rationale for this change is that many children speak English but not to the degree required for instructional and learning purposes. Furthermore, these children give the impression that they are functional in the language whereas they are not truly so. In addition, after the school day is over they live in an environment where the language and culture are not related to the school language nor curriculum content.

At this point, I would like to propose a definition for bilingual education as follows:

Bilingual Education means a full-time program which uses two languages as mediums of instruction to permit students to reach the outer limits of their intellectual potential in both languages, one of which is English.

With this definition in mind, I refer the Committee to SB 2552, Section 2, item F, page 4, line 1. In page 4, line 1, delete the last word "of". Also, delete all of lines 2, 3, 4. Reword the statement to read, on page 4, line 1, "bilingual education program means a full-time program which, through the use of two languages, one of which is English, as mediums of instruction, permits the students to reach the outer limits of their intellectual potential in two languages. This program is for and will accommodate culturally and linguistically different children and is also for English-speaking children who wish to participate in such programs, in which;

Further, on page 4 of SB2552, line 15, after the word 'or' insert the words 'United States."

Certification of Teachers

I refer the committee to SB 2552, pages 5, 6, line 25; page 5, and lines 1, 2, 3, page 6. It is my opinion that minimum requirements on teacher/pupil ratios, teacher qualifications and teacher certification are matters pertaining to state minimum standards. The bill should direct the Commissioner to require, in consultation with State Education Agencies, that minimum requirements regarding pupil/teacher ratios, teacher qualifications, and certification, and other factors affecting the quality of instruction offered in such programs be established.

Teacher Training

I refer the committee to SB 2552, page 6, line 24. I suggest that an additional item be included to read:

> 'In order to ascertain quality training, such grants shall be given only to teacher training institutions which establish quality training programs for bilingual education. These programs shall include training in literacy skills, culutre, and pedagogy, in a language or languages other than English. In addition, such programs shall have a component to train teachers in theory and practice for teaching the English language to culturally and linguistically different children.'

On page 5 of SB 2552, line 14, where 50 percentum of the total number of children is cited, there should be some provision for districts with small number of children who may not speak the English language and a balance of 50 per centum may be inadvisable. The provision should state that for these children, instruction up to 75 per centum of the school day, should be conducted in their native language using a graduated scale diminishing this time as they acquire the English language and can study along with their English language speaking peers in the regular bilingual program.

I refer the committee to S. 2553: page 9, lines 17 thru 24; page 10, all of the contents of this page; and page 11, lines 1 thru 14. I wish to commend Senator Cranston for including State education agencies in the bill and indicate that unless these agencies exercise decisive leadership as called for in this bill bilingual-bicultural education will suffer from the neglect and apathy of those who are in positions of authority to guide the instruction of minority groups and enforce the provisions of State and Federal education laws.

EXHIBIT A

BILINGUAL EDUCATION FOR NEW MEXICO SCHOOLS

Prepared by Henry W. Pascual

Rationale

Bilingual education is not a new concept in education. In the United States there were many bilingual schools using German, French, Norwegian, Spanish and other languages in many states during the 1880's through the pre-World War I years. There are many countries ~~who~~ which have bilingual education in their public schools as a matter of national policy (Finland, Yugoslavia, several of the U.S.S.R. nations, and the Philippines).

Much research has been done recently on the merits and effects of bilingual education on the learning process. The following are few of the most significant studies:

Mexico

The need for Indian-speaking Mexicans to learn Spanish has been advocated since the Spanish conquest in 1522. For four centuries a varying number of mission and Government schools have generally failed to bring a sufficient number of pupils to fluency in speaking or reading Spanish. Under President Cárdenas, a bilingual school experiment was begun in 1939 in the Tarascan Indian group. Morris Swadesh, a linguist from the University of Wisconsin, and Max Lathrop of the Summer Institute of Linguistics (S.I.L.), established the program. Although distinctly successful in terms of rapid literacy in their own language and rapid progress in learning Spanish, for political and financial reasons this and later projects have not always had consistent Government support. At present, there are bilingual school programs in eight of the predominantly monolingual Indian groups, with 4,000 "promoters" (instructors) employed by the Ministry of Education. The children spend only one year in learning to read and write their own language and in introduction to Spanish before going on into the regular Spanish schools.

A comparative study was carried out to test the results in one of the bilingual programs in the Highlands of Chiapas, Mexico, in 1968. The Spanish comprehension of Tzotzil and Tzeltal children who had attended the bilingual National Indian Institute test schools was compared with that of children who attended the all-Spanish Federal and State sponsored test schools. The research was designed and carried out by Nancy Modiano, Professor of Education, New York University. Her conclusions are as follows: "The test scores, like the proportions, favored the bilingual Institute schools at beyond the .001 level of probability.... Thus we see that a significantly greater proportion of students in the bilingual Institute school read with significantly greater comprehension in the national language."

"The Institute schools were also more successful in teaching the girls, the more resistant members of the population, and in establishing a higher level of adult literacy (despite an average existence of only 11.5 years for the Institute schools as compared to an average of 26 years for the Federal and State schools)."

Professor Modiano proposes three factors which may account for the above conclusions. (1) The nature of the reading act was important, i.e. "learning to read in a foreign language is far more difficult and confusing than learning to read in one already known. Youngsters who first learn to read in their mother tongue approach reading in a second language strengthened by their existing skills." (2) Attitudes towards reading in a second language greatly influenced pupils' perception. If the learning of a second language is approached through the mother tongue, it becomes more cultural, more desirable and less frustrating, and therefore easier. (3) The teachers' ability to communicate meaningfully with their students played a crucial role in students' academic achievement. Although the Institute teachers' command of Spanish and standard of education generally was much inferior to that of the Federal and State school teachers, they were fully cognizant of the more subtle nuances of the local cultures.

Perú

The Jungle Program

In 1953, at the request of the Minister of Education, the Summer Institute of Linguistics (S.I.L.) began preparing vernacular and vernacular-to-Spanish primer materials in preparation for a bilingual jungle school teacher training program at Yarinacocha. By 1969, 240 Indian men and women from 20 different language groups had been trained in the program and were employees of the Ministry of Public Education of Perú. They were successfully teaching their own people to read and write, first in their mother tongue then in the national language, Spanish.

In the village school, the children spend the first two to three years becoming proficient in reading and writing their own language and in completing the Spanish school transition year. In grades one and two the school materials parallel those in the regular Spanish school but are in diglot form (i.e. Spanish with a vernacular translation on each page). The final three primary grades are in Spanish only, with perhaps some explanatory notes in the vernacular. It therefore takes a bilingual school pupil seven to eight years to complete the six years of Spanish primary school.

The Highland Quechua Program

Among the highland Quechua there was a much more extensive Government school system than in the jungle, but no more than 30 percent of school-age children were enrolled, and the results in the mastery of Spanish were generally poor. The Government was so impressed by the jungle bilingual program that in 1965 it requested a Peruvian professor of linguistics and an S.I.L. linguist to present a plan for applying the bilingual approach to the largely monolingual mountain Quechua. A five year pilot project was conducted, the results of which led the Minister of Education in 1971 to extend the program to the remaining Quechua and incorporate the program in the Government curriculum.

The Quechua bilingual project includes two years of "transition" (pre-first grade) and the first grade year. During the first transition year the students learn to read and write in the vernacular, progressing to independent reading in their second year. The teaching of Spanish begins with simple oral Spanish in the first transition year and goes on to the reading of Spanish diglot materials in the second year. In the third year, or first grade, there is greater emphasis on Spanish so that the pupil is ready for transfer to the Spanish curriculum in the regular schools at second grade level.

The jungle bilingual schools have been in operation for sufficient time to see some long term results: (1) they have been the source of an expanded teaching corps in the jungle; (2) many bilingual school students have successfully advanced to tertiary and vocational education and a few to universities; (3) the schools have caused greater awareness throughout the jungle of the responsibilities and privileges of citizenship.

The U.S.S.R.

In 1927 the U.S.S.R. implemented a bilingual adult education policy in order to promote national unity and assist every adult to gain a mastery of Russian, the national language. A bilingual program was necessary because of the multiplicity of languages in the 15 Republics (100 such languages spoken as indicated in the 1959 census).

When the program to abolish illiteracy was initiated in 1927, only 12% of the population were literate whereas 89% were literate by 1939. Under this program literacy was defined as being able to do the following, all in the mother tongue: (1) read a story silently and retell it, and read a newspaper; (2) read aloud without distortion of words, and with correct intonation reflecting observance of punctuation; (3) and write receipts, letters, and fill out forms. Based on literacy in the mother tongue, instruction in Russian was added to the curriculum.

Instructors for this literacy program were chosen from each language and locality. They included college-students, technicians and literate peasants. These volunteers were trained by professional educators in "basic schools." Once the program was under way, the function of these basic schools was taken over by professionally trained supervisors regularly checking each class and holding yearly refresher courses for the volunteers.

Primers and textbooks were written for each language. Those languages which were as yet unwritten were analysed and orthographies prepared. All literature was written and graded to correspond with the psychology and experience of the adult pupil. Literature for new literates included regular newspapers as well as various educational pamphlets.

Illiterates and semi-literates were taught in separate classes. To keep morale high, students were also grouped according to age, occupation and ability.

The course content for illiterates included arithmetic and literacy in the mother tongue; for semi-literates, a course in geography was added. One year of instruction was equivalent to two years of elementary school. Exams were given at the end of the year and any who did not pass were required to stay in the course until they mastered it. Certificates and teaching awards were given out at a final ceremony each year.

Today this program of bilingual education is a part of the regular primary school. Children are taught to read and write in their mother tongue. Russian is first introduced orally, and then in reading and writing in the second semester of the first grade.

Philippines

Experimentation in the use of the vernacular in education was conducted by Mr. José V. Aguilar. His hypothesis was that learning would improve in the primary schools if the vernacular were used exclusively in the first and second grades and English were introduced in the third grade--there would be no mixing of languages in the first two grades. This experiment was initiated in 1948. Three years of experimentation are reported here.

The purpose of the first year was to seek answers to given questions:

1. As a medium of instruction, which of the two languages is more effective in teaching Grade I pupils to read?
2. Which of the two languages contributes more to the development of the ability to compute and solve simple arithmetic problems and exercises?
3. Which of the two languages is more effective in the field of Social Studies?
4. What is the extent of carry-over, if any, from Hilagaynon to English in the case of the experimental group, and from English to Hilagaynon, in the case of the control group?"

The conclusions drawn from the first year's study were as follows: (1) As a medium of instruction in Grade I, the local vernacular Hilagaynon produced more "teaching results" than did English. Pupils taught reading, arithmetic and Social Studies in Hilagaynon were superior to the English-taught pupils in these subjects. (2) Pupils seemed to be able to transfer their training into the medium of instruction of the opposite class with about the same ease in both experimental and control groups.

The purpose, method, and results of the second year experiment approximate those of the first year.

In the third year, answers to the following questions were sought: (1) Now that English is the medium of instruction for those who began in the vernacular, do they still hold their lead in superior teaching results? (2) What is the significance of the difference in results between the two groups?

In the report of the results after three years, Mr. Orata states:

"What was most unexpected was the fact that the experimental group--the group instructed in the vernacular during the first two years of study--caught up with the control group in knowledge of English after six months of being exposed to this language as the medium of instruction."

The report concludes with a discussion of the "non-academic results of the experiment," including the opinions of teachers and parents.

Reader's evaluation: A weakness of this report is that although the results are based on "objective pencil-and-paper tests," neither the nature of the tests (for example, the feature of language dependency) nor the actual statistical results are indicated.

State Efforts

The New Mexico Department of Education obtained a Ford Foundation grant in 1963 to implement a Spanish Language Arts and Social Studies program, taught through Spanish, in Pecos. This was a three year program in which a native Spanish speaker from Chile taught New Mexico Spanish-speakers using materials designed for non-speakers of English. The program was highly successful and a seventeen-minute film of the program made by the department is available and shows how fifth grade students performed in the program.

In 1965 the West Las Vegas Schools implemented a Spanish Language Arts program in North and South Public Elementary Schools. This program paved the way for present on-going bilingual program in this district.

With the passage of the National Bilingual Education Act in 1969 and the addition of Title VII to the Elementary and Secondary Education Act, funds have been made available to local schools to develop models in bilingual education. New Mexico presently has 13 districts participating in the Title VII effort.

At the present time and in addition to Title VII bilingual programs, there are 18 Program Enrichment bilingual projects.

New Mexico is the only state in the nation supporting a Bilingual Teacher-Training Network. The operation of three demonstration centers with teacher-training components has been made possible by Title III, ESEA and Program Enrichment funds.

Results of Bilingual Instruction

Although bilingual programs have not been in operation long enough to evaluate fully its effects on the intellectual development of the children involved, the following statements, taken from the evaluation reports of the districts cited, give us an orientation on the merits of bilingual instruction:

Las Cruces

"By the end of the third grade year all groups are essentially equal in achievement. In addition, the experimental Spanish/English group has developed Spanish language skills that have not yet been measured. It is significant that children learning in two languages achieve equally as well as children taught in one language. Further, time spent with Spanish language instruction does not appear to cause the experimental Spanish/English group to fall behind the control or experimental English groups."

Albuquerque

The Inter-American Test results by teacher, by class, indicate that in the open classrooms where the students have the Spanish and English models together all day, higher test scores were obtained. However the growth is not statistically significant--there is not enough difference in scores in English and Spanish to be significant. This seems to support the claim that some children are bilingual and also that the tests are parallel. Since these children are being taught through two languages and therefore expanding or acquiring extra functionality through a second language, it is assumed that the program is providing a unique type of educational experience for the students. The possible importance of family economic level as related to test performance needs to be explored.

Artesia

In this district, first grade bilingual students were slightly outgained during the year by regular program students in comprehension and study skills but maintained the same gains as the regular program students in arithmetic (Stanford Achievement Test). When one considers that the bilingual program students began school with lower average abilities than did the regular program first graders (as indicated by the OLMAT), the fact that the bilingual program students seem to be holding their own, as opposed to the traditional pattern of falling further and further behind is very encouraging. The second and third grade students in this bilingual program actually achieved higher gains in the above mentioned skill areas than did the control group students (SAT in second grade; SAT comprehension, Metropolitan Achievement Test in study skills, and arithmetic in third grade). Although we are talking about a rather small number of students, it nonetheless appears that this particular program is enabling some children to maintain a fair degree of closeness to non-bilingual program students.

One of the components of this particular program deals with the self-image of the students. A five-item scale was locally developed; it required each child to select from various pictures the one which he or she felt was most like himself. The items generally dealt with talking abilities, learning activities, and feelings of being liked. Although the scale is limited in number of items and the number of students is small, the results are interesting. The bilingual program students show a gain in self-image, as measured by this scale, in the first and second grades. This gain diminishes, however, by the end of the third grade. The results for the regular program students are quite different: there is an increasing loss in self-image for the first and second graders, with a further loss (though not as large) in the third grade. It seems that the bilingual student feels better about himself than does the non-bilingual program student, as well as over a greater number of school years.

The schools have accepted the definition contained in the U. S. Office of Education guidelines for programs under this act. The definition reads: "Bilingual education is the use of two languages, one of which is Enlish, as mediums of instruction for the same pupil population in a well organized program which encompasses part or all of the curriculum and includes the study of the history and culture associated with the mother tongue. A complete program develops and maintains the children's self esteem and a legitimate pride in both cultures."

The New Mexico State Legislature has enacted two bills, H.B. 270, 1969 Session and S.B. 155, 1971 Session authorizing bilingual instruction in the public schools. In both of these bills, as well as in the federal act, the primary, but not only population addressed, is that of children with limited English-speaking ability. This emphasis has created difficulties in the philosophy and rationale for bilingual education because it has created the idea of remediation as the basic purpose for bilingual programs. If bilingual education is to contain the study of the language, the history, and the culture of the children who are linguistically and culturally plural, then it should call for a continuous process and a planned program both for elementary and secondary schools which will develop bilingualism and biculturalism as a positive factor in the education of these children.

If bilingual education is to be accepted as an educational process for New Mexico schools, the questions of what, when and for whom bilingual education is have to be answered. The purposes of the programs should be described also. Other problems are to be identified as programs are planned: What part of the curriculum is to be taught in English--what part in another language? Are children to be grouped for instructional purposes? Are non-speakers of the non-English mother tongue to participate in the program? What are the final goals of bilingual education? How long should instruction through a language other than English be maintained?

Educators and theoreticians in bilingual education do not agree on all aspects of the definitions of bilingual education. The main disagreements are:

1. The use of the child's vernacular versus a standardized version of the mother tongue of the child.
2. The amount of daily time devoted to the use of the non-English language as a medium of instruction
3. The qualification of teachers to implement programs.
4. The type of materials to be used in the program.
5. The basic purposes of bilingual education.
6. The extent of program vertically and the content after grade 3.

In order to establish a clear position for the New Mexico State Board of Education in the matter of bilingual education, two plans designed to answer the questions posed and the disagreements listed are presented.

The first plan is designed to prevent educational retardation and is for children who have limited English language competence. A program for these children will be formulated after determining the English language needs as well as the conceptual development of the children. For both purposes the following diagnostic procedures are necessary:

1. Administration of English language fluency tests on an individual basis. For this purpose two tests are recommended: The Michigan Oral Language Production Test and the Southwestern Cooperative Educational Laboratory Oral Language Program Tests.

These instruments will give the teachers results which can be used to implement an English language acquisition program designed to give the children the basic language power to begin the acquisition of concepts through English.

2. Administration of a test in the vernacular of the child to determine his language power in that vernacular. There are no acceptable tests of this nature, but a native bilingual teacher who understands and speaks the local vernacular should construct this test on the basis of what a five or six year old is expected to know, (entry skills) conceptually speaking, so he can proceed to cope with what will be taught to him. If the child uses a grafted language, that is, a composite of English-Spanish or a localized dialect, the teacher should make an anlysis of this and use that type of language to teach the concepts so that the child develops to his fullest potential.

3. Administration of a non-verbal production test of mental maturity such as the Leiter Test or the De Avila Piagetian Concepts test. The test selected should be administered by a bilingual, bicultural teacher whom the child will identify as belonging to his cultural background. Any directions and verbal or non-verbal relationships to be established with the child prior to administering the test should be directly related to the child's language and general background so that optimum readings of his mental maturity and capacity can be obtained.

After careful examination of the results of these tests, a bilingual instructional program should be planned for the children tested. Since the objective of this plan is to meet the needs of children for conceptual development and to use his vernacular as a medium for full integration into a complete English language curriculum, the program uses the language and the culture of the child as "conceptual bridges" for an all English curriculum.

Materials and methods for the conceptual bridge plan are those readily available to the teacher by whichever curriculum the local school wishes to administer. An important exception is the implementation of an English as a Second Language program designed to expedite the acquisition of the English language so the child can eventually function in a complete English language curriculum. It is important to note that this plan is a full acculturation plan where the language and the culture of the child are used for means other than to maintain and expand the home language or the history and the culture of the non-Anglo-Saxon community.

The conceptual bridge plan is designed only for those children who cannot function in an all English environment. Non-English language teaching does not exist, although reading and writing skills can be taught through the vernacular (language experience approach). Skills thus acquired can be transferred to the all English curriculum.

The length of time required for a full transition into the all English curriculum varies, but a maximum of three years is considered acceptable. Specific provisions for a gradual increase towards an all-English language program must be made. The following formula could be used:

Kindergarten - 50% vernacular and English--50% English. Both languages used interchangeably as teacher determines facility of children with either or both languages in the 50% vernacular-English. The 50% all English is dedicated to a well prescribed English as a second language program.

First Grade - For children with a full kindergarten year as delineated above, 25% English as a Second Language program, 25% vernacular-English for basic concepts (math, science) 50% English Language Arts. The latter well correlated with the ESL program.

Second Grade - 25% vernacular-English for basic concepts, 75% English content and Language Arts with possibly 10% for an ESL oriented component to correct basic language patterns both in sounds and grammatical structures.

Third Grade - Everything taught in English. An ESL orientation remains to further set standard English speech patterns and basic English language skills of reading and writing.

It must be realized that the plan described above excludes the monolingual speaker of English, whether he is a minority group member or Anglo-American. This plan is popular with those who see bilingual education as a tool for solving the educational difficulties of minority children in terms of a monolingual, monocultural end product.

In order to implement this plan a state-wide testing program should be implemented and all children showing English-language and mental maturity deficiencies not connected with mental retardation or handicaps, should participate in the bilingual program. From our experience and present test data available, it is estimated that about 14,000 minority group children could benefit from programs as outlined. An analysis of current first and fifth grade test data should be made, and those districts where first grade and fifth grade test results show low achievement prognostication and actual achievement should be selected for bilingual programs as described, provided that the communities involved wish to have this type of education.

The costs and number of children involved are to be determined after the tests analysis is conducted and the local schools and communities contacted. Based on present Program Enrichment grants the cost formula appears to be approximately $112 per child above regular allocation. It must be pointed out however, that practically all present bilingual programs in the state, whatever the funding source or level of expenditures. are either experimental in nature to determine feasibility of curriculum modification and effect on the learning process, or based on the wishes of local schools to provide innovation in the curriculum.

No prejudgement should be passed on bilingual education, regardless of model being used or goals being pursued. It is a matter of record that the traditional curriculum during the past thirty or forty years has not met the educational needs of linguistically and culturally diverse children. Research studies from the 1930's through the 70's regarding achievement of these children show this to be true.

The evolution of bilingual education during the past five years points to goals much different than those of remediation and acculturation to an all English language and culture curriculum. Minority groups, especially those who have extensive historical-cultural heritages, are demonstrating a desire to have their languages and cultures become on-going components of the total curriculum not only in grades one through twelve in the public schools but also in the universities. Bilingualism and biculturalism are beginning to be considered as positive identity factors to be cultivated not only for positive self-concept values, but also as marks of a broader education with concommitant wider societal perspectives. The trend in federally funded programs for bilingual curriculum models, materials development, and teacher-training are definitely oriented in this manner. For that reason all Title VII projects are funded on a five-year basis. It is expected that in those five years the children participating will show evidence of a very positive ethnic self-identity, equal functionality in English as well as the non-English mother tongue, cultural pluralism with no negative attitudes to either of the two cultures, and achievement levels in the content areas commensurate with the intellectual endowment of each student. As one observes children who have been in these programs for a minimum of five years (Las Cruces), these expectations seem to be confirmed not only for minority group children, but for the Anglo child as well.

On the basis of public attitutdes toward bilingual education and the realization by educators that a bilingual-bicultural curriculum can become a reality, especially in a state like New Mexico in which the Spanish-surnamed public school population exceeds 40 percent, a plan for a bilingual-bicultural curriculum is presented here. This plan includes most of the aspects of the full acculturation plan except that it should be offered to all children, not only the bilingual child.

Curriculum Components

Grades 1-3 - Time Allotment -Minutes Weekly
(Minimum time allotments)

Subject Areas	English	Spanish	Total
Language Arts	275	225	500
Mathematics	150		150
Science	80		80
Social Studies	50	50	100
Fine Arts	60	60	120
Physical Education	125		125
Health Education	25		25
Enrichment - To be divided as follows:			
ESL	125		125

SSL	—	125	125
Totals	890	460	1350

Grades 4-6 - Time Allotments - Minutes Weekly
(Minimum time allotments)

Subject Areas	English	Spanish	Total
Language Arts	400	200	600
Mathematics	200		200
Science	175		175
Social Studies	100	75	175
Fine Arts	75	75	150
Physical Education	150		150
Health Education	60	—	60
Totals	1160	350	1510

Grades 7-8

1. Offer a Spanish Language Arts period of 45 minutes daily for all students who have developed the basic skills in this area in grades 1-6. Content and skills to emphasize composition, language analysis, and literature. No foreign language to be offered the bilingual student since he is functioning in two languages.
2. Offer an integrated English-Spanish fine arts period in which emphasis on both cultures is placed. This can be an alternating type course. Students can study art, music or related activities through English three days a week (Anglo-Saxon content), and through Spanish (Hispanic content) for two days a week.

Grades 9-12

Open electives in Hispanic art, literature, world history, comparative literature, world literature, language and composition, speech, business education or any appropriate course which would maintain and expand the concept of bilingualism and biculturalism for all those wishing to remain in the bilingual curriculum. These courses to be taught through the medium of Spanish.

This plan is designed to give the non-English cultural group a minimum of one hour daily instruction in the basic areas of Language Arts, Social Studies, and Fine Arts. These instructional components through a language other than English will give the students basic literacy skills (transferrable to English), cultural heritage values, and appreciation of the non-English fine arts.

It should be noted that for those children who have poor language dominance in either or both languages, second language teaching techniques should be used. The areas of Language Arts, Social Studies, and English as a Second Language can be combined into a specific block in English. Using second language acquisition methodology and materials an integrated approach can yield maximum language, concepts, and skills development. There are excellent materials available in the State Free Textbook List to meet these needs.

In the Spanish Language Arts, Social Studies, and Fine Arts, excellent experimental materials are available, for first and second grades, and third grade materials are in preparation.

For the non-Spanish speaker, a total of 460 minutes weekly in Spanish as a Second Language, Spanish Language Arts, and Spanish Fine Arts, using an emphasis of second language acquisition should be implemented.

The acceptance of this model is especially important and feasible with the present trend towards open concept education which uses multiple learning activities, self orientation, and small group or individualized instruction.

Whereas in the full acculturation model the vernacular of the child is used for the development of concepts, in the bilingual-bicultural pluralism model the vernacular is accepted as a mode of personal expression for the child, but the teacher and the materials offer the learner standard language models, thus the child will eventually acquire facility with standard language--a facility which will enable him to not only expand his control of the mother tongue, but also to study the history and the various aspects of the culture of his predecessors as he moves through the various stages of learning.

The four to six grade curriculum maintains a narrower stream of Hispanic studies which will continue to maintain and expand skills of language usage, reading, and writing with the content specially selected to give the learner insights into his culture.

Due to the nature of the secondary curriculum and the personal decisions to be made by the learner the 7-12 curriculum in a non-English mother tongue should be elective in nature. However, children who are bilingual and bicultural should not be put in classes in which their mother tongue is taught as a foreign language. Instruction for them should parallel the English language offerings for native speakers of this language.

Community Involvement

It is the responsibility of the administrators in local schools to serve the educational needs of the community and to keep the parents of school children informed about the type of curriculum offered. It is also the duty of the administrators to seek the approval of innovative programs, such as bilingual instruction, from the local school board. If an acculturation bilingual model is to be adopted both board and the parents should be given the reasons for its adoption. If a language and culture maintenance and expansion model is to be adopted, consultation with the community is imperative. The program organization and its goals should be explained thoroughly at open meetings. No program should be implemented without planning for long range goals with clearly stated objectives for each grade level.

Costs

Federal programs in bilingual education are heavily funded. The reason for this is that the programs are research oriented to determine the effects of bilingual instruction on the achievement of bilingual-bicultural children and to try out different models. The state cannot allocate the amounts of money presently being spent through federal grants. If bilingual education is to become a permanent curriculum reality in the public schools, it should become part of the regular operational budget. However, if an acculturation model is chosen, it is the responsibility of the state to provide whatever assistance is needed to assure equal educational opportunity for all children. Funds presently allocated for remedial reading, pre-first programs and possibly kindergartens could be channeled into full acculturation models if the communities involved wish to have this type of instruction for their children. In any event costs are to be determined after a needs assessment has been conducted and the data compared with the state's first and fifth grade assessment results.

It must be pointed out that in order to meet the educational needs of minority groups, fully qualified and competent professional personnel should be employed. Stop gap methods such as the employment of bilingual aides to assist English language speaking monolingual teachers "to get the point across" to children is an unacceptable professional practice. Well trained, bilingual associate teachers can, however, be invaluable in implementing acculturation bilingual programs.

Costs for language and culture maintenance models can be greatly reduced if schools hire bilingual-bicultural staff. This does not mean that the English-speaking teacher is to be cast aside. On the contrary, it is of great importance that authentic English language and culture models be provided for the learner. The answer lies in the planning of staff utilization. It is inconceivable that the English-speaking teacher be idle while the Spanish medium instructor is teaching. Thus, the cost of providing bilingual education s[illegible] be no greater than that of providing any other curriculum component.

Schools having bilingual teachers on the staff should use them in bilingual instruction programs. If training or retraining is needed, good teacher preparation models have been tried by the State Department of Education and by at least two state universities. Many teachers are required to expand their professional preparation for continuation of employment. Local administrators could encourage native bilingual teachers to further their preparation for bilingual education by attending summer training sessions or inservice training. State universities should be required to offer courses designed to expand the language (Spanish) of the bilingual teachers and their cultural background. In addition, the teachers should receive preparation on the language of subject matter (mathematics, social studies, literature, etc.) as well as the language of classroom management. This will be discussed later.

In cases where a limited bilingual program is to be initiated, such as a Spanish Language Arts component to provide literacy skills, the maximum teacher load may be 125 students. The teacher would be considered a specialist, and she or he could teach this component to five groups of 25 students for a minimum of 45 minutes each group. If a specialist is employed for more than one subject component adjustments should be made commensurate with the time spent through the non-English medium. A school of 500 students could implement a bilingual program with a minimum of four to five specialists.

In self-contained classrooms where a qualified bilingual teacher is in charge of the entire program, bilingual education could be implemented by the teacher at no additional cost, except for the needed materials, provided these materials are not on the free textbooks list.

Teacher Competencies for Bilingual Programs

Language Arts - In order to teach the language arts in a language other than English, the teacher must have the skills she or he is to impart on the learner. She or he must have full command of the writing conventions of the language, be able to read the language with native comprehension, not only for direct meaning, but also for inferred meanings as well. In reading a language one must know the cultural underpinnings of the language and how it reveals the realities of the culture through the printed page. The readingprocess must go beyond skills. Thus, the teacher of Spanish Language Arts should be a person native to the culture. Since the child for whom the language arts component will be bilingual to a certain degree, it is important that the teacher know or be familier with the dialect the child brings to school. In the acculturation model this is of utmost importance.

If the bilingual teacher is to teach Spanish as a second language, she or he should have training in second language teaching methodology and contrastive linguistic analysis. Her general preparation in this area should be in line with the standards set by the Modern Language Association of America. Knowledge of the language and the culture should be such that the teacher can perform at the "good" level of those standards. Bilingual teachers who will be teaching content areas such as Social Studies, Fine Arts, or any of the areas listed in both models, should know the terminology needed to put across concepts. The specialized vocabulary needed to teach the various content areas must be learned and internalized if the learner is to benefit from an authentic language model. Although good teaching materials will provide an acceptable range of this vocabulary, special training is still needed to give the teacher confidence in its use.

In general, the most basic qualification for a Spanish-medium teacher is the ability to understand, speak, read, and write the language at the "good level" specified in the already cited standards of the Modern Language Association of America. One must not overlook, however, the fact that the native New Mexican bilingual can develop these skills through inservice training and the use of good teaching materials.

The idea that any native bilingual can implement a quality program in bilingul education should be dispelled. In addition to the expertise discussed above, it is important for the teacher to know the purposes and objectives of bilingual education. He or she should also have complete understanding of the entire curriculum so that his or her performance be consonant withthe over-all goals of the school.

It is expected that the bilingual teacher will also have the general preparation which will allow him or her to understand the total educational process rather than to be restricted to knowledge of a limited component. This is especially critical for programs at the elementary school level.

The teacher in a bilingual program who will teach the ESL component also has to have special preparation. A knowledge of the mother tongue of the children will enhance his or her effectiveness but complete fluency in the language other than English is not mandatory. What is of importance is that the teacher be the best possible model of the English language and understands the cultural values and salient components of the general American culture. The preparation of teachers of English as a second language has been outlined in the State Adopted Criteria for TESOL.

Excellent state adopted materials are available for the teaching of English as a second language at practically all grade levels.

Summary statements

1. The formal definition of bilingual education is teaching curriculum

content through two languages.

2. There are two things that can be done in bilingual education: a) acculturate into the all English curriculum through a K-3 program which uses a dual language approach to provide for the conceptual development of children, b) provide a language and culture maintenance program in grades 1-12 designed to graduate literate bilingual students who are functional and appreciative of two cultures.
3. The number of students for the acculturation model is estimated at approximately 14,000.
4. The acculturation model can be operated by teachers who speak the vernacular of the children and by a team-teaching approach. The maintenance model requires well trained personnel and standard curricula in two languages. The maintenance models can be achieved also through team teaching.
5. Cost factors depend on assessment of needs. If extra teachers are needed the maximum teacher pupil ratio is 1-125 for teachers who would do a minimum component. There may be some costs for extra materials. The acculturation model should be for children who are tested for English language deficiencies. The maintenence model is operated as part of the curriculum and is governed by the same policies as any other component of it.
6. Evaluation of acculturation programs should be done with standardized tests or tests based on the objectives and the materials selected for the program.

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EXHIBIT B

Determining Needs for the Education of Minority Groups
Bilingual Education
New for Mexico Schools

Minority group students in New Mexico Schools continue to under-achieve in the basic areas of the required curriculum, especially in English language skills, Reading, and Mathematics. Two basic factors appear to influence disparity in achievement: many students are from homes where the English language is not spoken and a large number of students are from homes where English and another language are spoken. Also of importance is the fact that 51% of the student population livesin environments where the culture is dissimilar to the culture and value systems presented in the school curriculum.

Since cultural factors are difficult to study to ascertain to what degree they impinge upon minority group achievement in the English language learning environment and content curriculum, assumptions must be made based on studies related to achievement in English language, Reading, Mathematics, and problems in speech and language production. This discussion is based on test results obtained in those areas.

The Division of Special Education of the State Department of Education conducted an Incidence Study of Exceptionality in the spring of 1973 which included a parent survey to ascertain the home language or languages of children. In addition 712 children were tested in the areas of Reading, Arithmetic, and speech and language problems. The data gathered in this study represents 1/4 of 1% of the total student population. The sample utilized in the study has been accepted as a valid and representative sample, therefore, the assumptions made in this report are verifiable and representative of New Mexico's population.

The assumptions arrived at in this report will bear similarity to previous national and state studies relating to language factors as direct influences in cognitive development; that is, achievement by minority grou P students in basic curriculum areas.

Another assumption is that a statistically significant difference in the Reading and Arithmetic areas implies a severity of problems when achievement is statistically significantly lower than the national norm. These problems may be dealt with better by using a bilingual and multigultural approach to problem solving as proven by Modiano and Lambert in research studies with bilingual students.

It is anticipated that the results obtained with the sample of the cited incidence study would bear similarity if we were to use a larger sample or the entire population. Of course, the cost of dealing with a much larger sample or the entire population has to be considered before a decision is made on whether the representative sample given here is to be accepted. It must also be taken into consideration that the analysis of the OLMAT and CTBS done by the Department (attachments) obtained positive correlations between high ethnic concentration of minority group students in school buildings with low I Q. scores and low CTBS 5th grade achievement scores.

Incidence Study - Reading Achievement

National Norm: Mean = 100, Standard Deviation = 15

Results:

Group	N	Mean	S.D.
English-Speaking Only	383	104.27	21.17
English + Other Languages	226	91.61	20.30
Non-English	33	83.18	29.32

The results listed above show a mean score differential of 12.66 between the English and bilingual group. This differential for a group which speaks two languages is nearly statistically significant, lacking only a 2.34 mean score points to be so.

Those students whose home language is other than English show the severity of reading problems with a differential of 21.07% mean score points between them and the English-speaking-only group. This differential is statistically quite significant.

An assumption can be made that both the bilingual students, those who use English and another language in the home, and the students who do not use English at all in the home need special instruction in reading skills. It can also be inferred that multicultural content and bilingual instruction may be avenues for closing the disparity of achievement in reading for both non-speakers of English and bilingual children.

Incidence Study - Arithmetic Achievement

National Norm = 100, Standard Deviation = 15

Group	N	Mean	S.D.
English-Speaking Only	383	93.63	16.77
English and Other Language	226	85.61	13.92
Non-English	33	79.39	27.42

Again the three groups, English-speaking only, bilingual, and those students with non-English-speaking home environments, show a disparity in achievement. Although the range of differences among the three groups is not as wide as that for Reading, it still shows the progressively low scores for bilingual children and non-English home environment students. This is consistent with results obtained in the state-wide testing data using the Comprehensive Test of Basic Skills.

Experience has shown that when word problems in Arithmetic are presented to bilingual students they have much difficulty with them. The assumption can be made that language does play a significant role in achievement in mathematics for New Mexico bilingual children. In contrast, immigrant children from Mexico do not appear to have these difficulties when concepts in mathematics are taught to them in Spanish. This has been observed in many classrooms in the Southwest where these children attend school upon arrival from Mexico.

Incidence Study - Speech and Language

1. Speech:

	Eng. Only	Eng.-Other	No Eng.
N - Probs	22	20	6
N - No Probs	361	206	27
% with Probs.	5.74%	8.85%	18.18%

2. Language:

	Eng. Only	Eng. -Other	No Eng.
N - Probs	6	17	3
N - No Probs	377	209	30
% with Probs	1.57%	7.52%	9.09%

The tests for Speech and Language are usually given to determine physiological difficulties in speech production and possible impairments of language production due to several factors. Again it must be pointed out that a disparity exists among the groups. In speech and language production tests it should always be determined whether or not the same problems exist in the home language of the bilingual students. Physiological problems in language production are not to be confused with lack of fluency in English.

Incidence Study: Performance vs. - Verbal

1. English Language Only — P - V = 1.01
   t = 1.03 (not significant)

2. English + Other Language — P - V = 7.51
   t = 5.[illegible]
   (P<.001)

3. Non-English — P - V = 14.69
   t = 2.[illegible]
   (P<.01)

One of the most important factors impinging upon the education of minority groups is the recording of I.Q. scores on students' records. Many educators develop low achievement expectancy levels for students with low I.Q. scores. It is important that bilingual students be given verbal and nonverbal tests when dealing with intelligence variables. Furthermore, bilingual students may need both types of tests given in both English and the home language before recording I.Q. scores on records.

It must again be pointed out that the above differences (Performance minus Verbal) for the three groups tested show the same progressive negative performance of the bilingual student when compared with the monolingual English speacker.

Number of children with significant academic problems:

A scaled score of 55 is used as a cut-off, which is one standard deviation below the mean of national norms.

1. Reading:

Group	N	N Low	%	Pop Estim
Eng. Language Only	383	60	18.14	30,152
Eng. and Other Language	226	85	37.45	36,728
Non-Eng.	33	17	52.37	7,503

2. Arithmetic:

Group	N	N Low	%	Pop Estim
Eng. Only	383	117	30.55	50,608
Eng. and Other Language	226	110	48.60	47,660
Non-Eng.	33	19	57.93	8,296

The table above gives population estimates having significant academic problems. These estimates are based on the 1972-73 ADM figure of 278,618.

The computations and the random sample took into consideration the ethnic breakdown of the state, which according to the Civil Rights Survey of 1972-73 indicated the following breakdown:

Mexican-American	40.7%
Native American	7.7%
Black	2.2%
Oriental	0.2%
Other	49.2%
Total	100 %

For estimating costs for bilingual education, the 5% non-English population based on the 1972-73 ADM of 278,618 yields a figure of 13,930. Assuming that this 5% belongs to the 51% minority group enrolment, that leaves a 46% population to deal with.

Given a distribution of skills across a standard achievement curve, we estimate that 15% of the bilingual student population will fall into the lowest achievement category for this population. Thus, we have an estimated population of 41,792 students which should be served with special programs to overcome achievement deficiencies due to language and culture differences.

5% of 278,618 = 13,930 students

15% of 278,618 = 41,792 students

Totals 20% = 55,722 students

55,722 x $125 * = $6,965,250 estimated cost for bilingual or special programs - grades 1-12.

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*Cost per child based on 1973-74 Bilingual Program Enrichment distribution as requested by districts and based on identified children with special needs.

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NEW MEXICO STATE DEPARTMENT OF EDUCATION

BILINGUAL/BICULTURAL UNIT
COMPARISON OF SELECTED DISTRICTS--CTBS/OLMAT MEAN SCORES
1971-1972

DISTRICT	CTBS LANG .7 Below Natl.Norm	No. of N.7 Below Natl Lang. Norm	No.Tested Total N Count	ETHNIC DISTRIBUTION No. of Students Mex-Amer	Percent	No. of Students Indian	Percent	Age Deviation OLMAT SCORES (A.D.S.)
Magdalena	3.49	43	44	95	14.48	230	35.06	
Encino	4.34	5	9	12	8.2			92.0
[illegible]	4.33	29	32	162	[illegible].6			91.1
Mountainair	4.26	19	48	141	38.7			96.9
Cimarron	[illegible]	18	43	156	33.1			95.1
Loving	3.84	37	44	248	52.3			93.7
Roy	3.91	11	22	138	65.7			90.2
Wagon Mound	4.35	14	22	135	48.9			93.7
TOTALS		176	264	1,087		230		

Assumptions: The results of the Otis-Lenon Mental Ability Test for these districts indicate that the children should achieve successfully in the English language skills areas, but are not. Given the ethnic composition of the schools above, it is surmised that the curriculum and its implementation are not geared to the basic educational needs of the linguistically and culturally different child. This statement is based on the fact that the districts listed show 176 students who are one year or more below national norms in Language Skills Achievement. Although, the OLMAT scores are lower than national norms, they are not significantly (1 standard deviation below national norm) lower. However, the Comprehensive Test of Basic Skills (CTBS) results are significantly lower than national norms.

Information supplied by:
Evaluation and Assessment Unit
New Mexico State Department of Education
1971-1972 Statistics

Criteria For Inclusion On This List:
1) Size of district
2) CTBS be significantly below the national norm.

NEW MEXICO STATE DEPARTMENT OF EDUCATION

BILINGUAL/BICULTURAL UNIT
District with low* OLMAT scores and scores 7 months or more below national norm CTBS Language
(1971-72 Results)

District	School	OLMAT Score	Number of children below 85 (OLMAT)	Total N Count	Number of students Mex-Amer	%	Indian	%	5th Grade Lang Achv Score
Albuquerque	E. San José	85.0	35	56	510	86	8	1	3.4
Central	Bacchitti	64.0	26	44			251	98	3.3
	Newcomb	81.1	30	35	9	3	395	96	3.2
	Pre-Ed Center		104	102			192	57	-
Gadsden	Dunland Park	76.8	29	53	512	97	3	6	3.2
Gallup	Church Rock	74.1	33	47			464	99	-
	Navajo	80.5	14	35	5	2	445	96	3.3
	Tohatchi	83.6	60	115			693	96	-
	Towa Yallane	86.1	33	56			437	92	3.9
	Tse Bonito	86.1	20	25	5	2	183	89	4.2
	Zuñi	75.5	41	68			519	99	3.5
Hobbs	Edison	78.3	20	34	158	60			3.7
Jemez Mtn	Gallina	82.6	6	11	[illegible]	91	4	3	3.4
Lake Arthur	Lake Arthur	79.7	12	22	95	76			4.2
Magdalena	Roosevelt	76.5	36	48	95	25	230	61	3.6
Portales	Lindsey	86.7	26	48	352	95	7	2	4.0
	TOTALS		550	849	1,875		3,771		

The results of the Otis-Lenon Mental Ability Test as compared to the 5th grade CTBS Language Achievement indicate the following possibilities:

1. The Otis-Lenon test may not be a fair test linguistically and culturally speaking.
2. The CTBS Language Achievement appears to verify the fact that language skills are not fully developed by the 5th grade. It may be that the curriculum and its implementation are not meeting the needs of the linguistically and culturally different pupils.
3. Itmay be that the OLMAT is predicting accurately thegeneral mental ability of the group and that the children need special programs provided that the difficulties are related to language and culture. If this statement is thought to be true, futher testing is necessary.

*Low is defined as being 13 points or more below national norm.

Information supplied by: Evaluation Assessment Unit
and Bilingual-Bicultural Unit
State Department of Education

STATE DEPARTMENT OF EDUCATION

Schools with OLMAT Scores 85 and Above, Yet with CTBS Language Sc[illegible].4 and Below

1971-1972.

istrict & School	OLMAT Score	N Count	No. of Students Mexican-Amer.	%	No. of Students Indian	%	CTBS Language Grade 5	Grades 1-3 Repeaters	%
lamogordo									
Sacramento	85.7	51	276	70.95	0	0	4.3	5	2.85
lbuquerque									
Alamosa	93.8	96	569	83.79	5	.73	4.1	9	2.87
Atrisco	90.7	91	648	91.52	6	.84	4.0	3	.97
Barcelona	91.9	84	256	51.20	8	1.60	4.2	15	6.41
Kit Carson	85.7	142	714	92.35	9	1.16	3.3	17	11.52
Chaparral	92.1	103	414	71.13	22	3.78	4.1	9	2.82
Duranes	89.1	80	423	84.43	13	2.59	3.8	8	4.21
East San Jose	85.0	70	510	85.85	8	1.34	3.4	2	.60
Eugene Field	87.9	62	205	55.70	12	3.26	4.1	0	0
Five Points	87.3	50	281	86.19	0	0	3.8	3	2.09
Griegos	91.2	83	363	59.70	20	3.28	4.3	13	4.63
La Luz	96.8	56	128	52.45	1	.40	4.4	7	5.14
La Mesa	92.1	83	247	44.58	19	3.42	4.3	5	1.53
Larrazolo	86.9	68	444	80.43	5	.90	3.9	10	3.43
Lavaland	88.8	147	533	72.01	19	2.59	4.2	13	3.00
Longfellow	88.4	67	283	91.29	3	.96	3.2	0	0
Los Padillas	88.7	44	204	49.39	5	1.21	4.2	2	1.27
Lowell	87.5	59	111	27.75	1	.25	3.6	10	6.02
MacArthur	99.6	78	333	69.51	7	1.46	3.9	1	.51
John Marshall	85.5	34	117	59.69	0	0	3.5	1	.53
Mission Avenue	96.7	54	332	71.55	7	1.50	3.9	1	.55
A. Montoya	94.7	50	167	40.33	8	1.93	4.3	2	1.18
Mountain View	90.7	71	221	65.65	0	0	3.9	6	3.42
Old Town	90.4	72	460	[illegible]	13	1.78	3.7	0	0
Pajarito	95.5	90	312	65.41	23	3.34	4.4	2	.67
Carlos Rey	96.1	85	467	56.81	42	5.10	4.2	2	.51
Stronghurst	85.8	52	271	68.43	18	4.54	3.7	4	2.59
Valle Vista	89.9	67	435	84.30	49	9.49	3.7	3	1.54
Lew Wallace	98.5	73	342	67.99	24	4.77	4.0	2	.93
elén									
Adeline	88.2	9	61	82.43	0	0	3.9	1	2.22

NEW MEXICO STATE DEPARTMENT OF EDUCATION

BILINGUAL/BICULTURAL UNIT
COMPARISON OF SELECTED DISTRICTS--CTBS/OLMAT MEAN SCORES
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Magdalena	3.49	43	44	95	14.48	230	35.06	
Encino	4.34	5	9	12	8.[illegible]			92.0
Estancia	4.33	29	32	162	[illegible].6			91.1
Mountainair	4.26	19	43	141	32.7			96.9
Cimarron	4.33	18	43	156	33.1			95.1
Loving	3.84	37	44	248	52.3			93.7
Roy	3.91	11	22	138	65.7			90.2
Wagon Mound	4.35	14	22	135	48.9			93.7
TOTALS		176	264	1,087		230		

Assumptions: The results of the Otis-Lennon Mental Ability Test for these districts indicate that the children should achieve successfully in the English language skills areas, but are not. Given the ethnic composition of the schools above, it is surmised that the curriculum and its implementation are not geared to the basic educational needs of the linguistically and culturally different child. This statement is based on the fact that the districts listed show 176 students who are one year or more below national norms in Language Skills Achievement. Although, the OLMAT scores are lower than national norms, they are not significantly (1 standard deviation below national norm) lower. However, the Comprehensive Test of Basic Skills (CTBS) results are significantly lower than national norms.

Information supplied by:
Evaluation and Assessment Unit
New Mexico State Department of Education
1971-1972 Statistics

Criteria For Inclusion On This List:
1) Size of district
2) CTBS be significantly below the national norm.

NEW MEXICO STATE DEPARTMENT OF EDUCATION

BILINGUAL/BICULTURAL UNIT

District with low* OLMAT scores and scores 7 months or more below national norm CTBS Language

(1971-72 Results)

District	School	OLMAT Score	Number of children below 84 (OLMAT)	Total N Count	Number of students Mex-Amer	%	Indian	%	5th Grade Lang Achv score
Albuquerque	E. San José	85.0	35	56	510	86	8	1	3.4
Central	Naschitti	64.0	26	44			251	98	3.3
	Newcomb	81.1	30	35	9	3	395	96	3.2
	Pre-Ed Center		104	152			192	57	-
Gadsden	Sunland Park	76.8	29	53	512	97	3	6	3.2
Gallup	Church Rock	75.1	33	47			404	99	-
	Navajo	80.5	19	35	5	2	445	96	3.3
	Tohatchi	83.6	80	115			693	96	-
	Towa Yallane	86.1	33	56			437	92	3.9
	Tse Bonito	86.1	20	25	5	2	183	89	4.[illegible]
	Zuñi	75.5	41	68			519	99	3.5
Hobbs	Edison	78.3	20	34	158	60			3.7
Jemez Mtn	Gallina	82.6	6	11	134	91	4	3	3.4
Lake Arthur	Lake Arthur	79.7	12	22	95	76			4.2
Magdalena	Roosevelt	76.5	36	48	95	25	230	61	3.6
Portales	Lindsey	86.7	26	48	352	95	7	2	4.0
		TOTALS	550	849	1,875		3,771		

The results of the Otis-Lenon Mental Ability Test as compared to the 5th grade CTBS Language Achievement indicate the following possibilities:

1. The Otis-Lenon test may not be a fair test linguistically and culturally speaking.
2. The CTBS Language Achievement appears to verify the fact that language skills are not fully developed by the 5th grade. It may be that the curriculum and its implementation are not meeting the needs of the linguistically and culturally different pupils.
3. It may be that the OLMAT is predicting accurately the general mental ability of the group and that the children need special programs provided that the difficulties are related to language and culture. If this statement is thought to be true, futher testing is necessary.

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Information supplied by: Evaluation Assessment Unit
and Bilingual-Bicultural Unit
State Department of Education
1971-72

STATE DEPARTMENT OF EDUCATION

Schools with CLMAT Scores 85 and Above Yet with CTBS Language Scores 4.4 and Below

1971-1972

istrict & School	CLMAT Score	N Count	No. of Students Mexican-Amer.	%	No. of Students Indian	%	CTBS Language Grade 5	Grades 1-3 * Repeaters	%
lamogordo									
Sacramento	85.7	51	276	70.95	0	0	4.3	5	2.85
lbuquerque									
Alamosa	93.8	96	569	83.79	5	.73	4.1	9	[illegible]
Atrisco	90.7	91	648	91.52	6	.84	4.0	3	[illegible]
Barcelona	91.9	84	256	51.20	8	1.60	4.2	15	[illegible]
Kit Carson	85.7	142	714	92.35	9	1.26	3.3	47	11.92
Chaparral	92.1	103	414	71.13	22	3.78	4.1	9	[illegible]
Duranes	89.1	80	423	84.43	13	2.59	3.8	8	[illegible]
East San Jose	[illegible]	70	510	85.85	8	1.34	3.4	2	[illegible]
Eugene Field	87.9	62	205	55.70	12	3.26	4.1	0	0
Five Points	87.3	50	201	76.19	0	0	3.8	3	[illegible]
Griegos	91.2	83	353	53.70	20	3.28	4.3	12	[illegible]
[illegible]	95.8	56	159	[illegible]	1	.40	4.4	7	[illegible]
La Mesa	92.1	83	247	44.58	10	3.42	4.3	5	[illegible]
[illegible]	88.9	68	444	85.43	5	.90	3.9	10	[illegible]
Lavaland	88.8	147	533	72.81	19	2.59	4.2	13	[illegible]
Longfellow	88.4	67	263	91.29	3	.96	3.2	0	[illegible]
Los Padillas	89.7	44	204	[illegible]	5	1.21	4.2	2	[illegible]
Lowell	[illegible]	59	111	[illegible]	1	.25	3.6	10	[illegible]
[illegible]	95.6	78	333	[illegible]	7	1.46	3.9	1	[illegible]
John Marshall	85.5	34	117	[illegible]	0	0	3.5	1	[illegible]
Mission Avenue	95.7	54	332	71.15	7	1.50	3.9	1	[illegible]
A. Montoya	94.7	50	167	[illegible]	8	1.93	4.3	2	[illegible]
Mountain View	90.7	71	[illegible]	[illegible]	0	0	3.9	6	[illegible]
[illegible]	94.4	73	400	[illegible]	10	1.78	3.7	0	0
Pajarito	95.5	90	312	[illegible]	23	3.34	4.4	2	[illegible]
Carlos Rey	96.1	85	467	56.81	42	5.10	4.2	2	[illegible]
Stronghurst	85.8	52	271	68.43	18	4.54	3.7	4	[illegible]
Valle Vista	89.9	67	435	[illegible]	49	9.49	3.7	3	[illegible]
Lew Wallace	90.5	73	342	57.59	24	4.77	4.0	2	.93
elen									
Adelino	88.2	9	61	82.43	0	0	3.9	1	2.22

District & School	CLMAT Score	N Count	No. of Students Mexican-Amer.	%	No. of Students Indian	%	CTBS Language Grade 5	Grades 1-3 Repeaters	%
Bernalillo									
Cochiti	103.3	28	123	45.38	130	47.97	3.6	0	0
Roosevelt	93.1	96	490	68.05	90	12.50	4.0	24	7.37
Carlsbad									
Craft	85.5	31	155	77.83	1	.50	3.6	2	2.59
Hillcrest	93.5	90	270	56.72	0	0	4.3	31	12.75
Central - Kirtland									
Valley	95.4	29	2	.34	550	96.15	4.1	26	[illegible]
Chama Valley									
Tierra Amarilla	93.1	27	210	92.51	0	0	4.1	5	4.16
Cimarrón									
Eagle Nest	100.9	8	20	33.33	0	0	4.0	0	0
Cobre									
Bayard	91.1	80	304	72.22	7	1.33	4.3	6	[illegible]
Central	91.3	49	288	67.93	0	0	4.2	3	[illegible]
Hurley	93.3	44	190	68.10	1	.35	4.0	5	[illegible]
San Lorenzo	101.1	16	68	65.56	0	0	3.9	5	[illegible]
Santa Rita	87.2	21	100	75.18	0	0	3.8	1	[illegible]
Corona	123.5	13	26	11.12	0	0	4.2	0	0
Cuba	92.0	38	151	30.32	254	51.00	3.8	0	0
Deming									
Columbus	102.0	26	180	91.83	0	0	3.8	6	7.[illegible]
Des Moines	100.0	19	22	21.06	0	0	4.4	1	2.12
Dulce	87.9	59	18	4.60	344	87.97	3.7	29	17.26
Encino	92.0	4	36	100.00	0	0	3.9	0	0
Española									
Alcalde	124.0	6	80	91.38	0	0	3.3	2	6.25
Chimayo	69.5	61	402	75.44	0	0	3.4	20	[illegible]
Córdova	104.6	14	98	98.93	0	0	2.6	0	0
Española	100.1	81	465	79.21	24	4.08	4.3	10	4.55
Fernández	97.6	60	366	94.08	0	0	3.8	8	4.73

District & School	OLMAT Score	N Count	No. of Students Mexican-Amer.	%	No. of Students Indian	%	CTBS Language Grade 5	Grades 1-3 Repeaters	%
Española (cont.)									
San Juan	86.7	46	234	64.[illegible]0	110	30.13	3.9	4	2.66
Sombrillo	97.8	69	449	84.39	6	1.12	4.3	19	7.[illegible]
Truchas	92.4	8	64	35.33	0	0	2.7	0	0
Velarde	91.1	14	108	95.57	0	0	4.1	2	3.92
Farmington									
McCormick	86.7	55	111	33.53	51	15.40	4.4	7	4.[illegible]
Gadsden									
Anthony	85.4	117	687	79.23	3	.34	4.4	45	10.58
Mesquite	87.0	26	156	94.54	0	0	3.5	1	1.21
San Miguel	85.5	41	262	98.86	0	0	4.3	1	.77
Gallup									
Lincoln	88.3	61	167	43.60	172	44.90	4.2	8	4.5[illegible]
Navajo	80.5	51	5	1.07	445	96.11	3.3	14	7.57
Sunnyside	97.7	23	83	49.40	61	36.30	3.6	2	2.70
Thoreau	81.1	110	6	1.21	541	81.84	4.1	30	10.63
Towa Yallane	91.2	81	0	0	437	91.60	3.9	7	3.33
Tse Bonito	86.1	24	5	2.43	163	89.26	4.2	6	6.[illegible]
Grants									
Cubero	87.1	14	48	29.09	73	44.24	3.9	13	10.39
Milan	95.4	49	96	35.03	7	2.55	3.9	2	3.70
San Mateo	86.7	3	34	94.44	0	0	3.2	0	0
San Rafael	88.3	41	12[illegible]	69.56	0	0	4.4	0	0
Hobbs									
Washington	96.5	29	7	3.72	2	1.06	3.6	5	6.[illegible]
Jemez Mountain									
[illegible] Canyon	102.3	4	0	0	7	13.72	4.4	1	[illegible]
Lybrook	103.4	20	2	2.56	70	89.74	3.7	7	10.[illegible]
Jemez Springs	89.6	10	112	34.89	119	37.07	3.4	0	0
Las Cruces									
Bradley	92.4	54	355	98.[illegible]	0	0	4.3	14	6.6[illegible]
Washington	95.1	130	470	63.77	0	0	4.2	23	8.[illegible]
Las Vegas City									
Sapello	86.4	9	45	9[illegible]3	0	0	3.2	0	0

District & School	[illegible] Score	N Count	No. of Students Mexican-Amer.	%	No. of Students Indian	%	[illegible] Language Grade 5	Grades 1-3 Repeaters	%
Los Lunas	99.0	205	331	54.44	43	7.07	4.3	2	.78
Loving	90.9	43	248	76.78	0	0	4.0	1	.7[illegible]
Mora	89.6	48	451	99.12	0	0	4.3	7	5.03
Moriarty	96.1	56	151	35.69	2	.47	4.1	10	5.70
Mountainair	96.9	25	141	96.57	0	0	4.1	0	0
Ojo Caliente									
El Rito	86.7	21	179	90.40	0	0	4.3	0	0
Ojo Caliente	88.9	18	197	85.34	0	0	3.5	3	4.6[illegible]
Tres Piedras	100.8	5	21	50.00	0	0	3.5	0	0
Peñasco	86.0	52	484	97.97	15	3.03	3.8	15	7.43
Portales									
Lindsey	86.7	64	352	95.39	7	1.89	4.0	13	7.87
Questa									
Costilla	91.3	15	116	95.86	0	0	4.0	2	4.65
Questa	93.1	61	357	82.66	0	0	3.8	2	1.26
Roswell									
Edgewood	89.4	59	248	48.53	0	0	4.4	26	[illegible]
Roy	90.2	10	64	66.66	0	0	4.1	1	3.80
Santa Fe									
[illegible]	89.8	60	351	91.64	10	2.61	4.3	0	0
Guadalupe	86.3	29	330	82.01	9	2.26	3.8	18	[illegible]
Larragoite	94.4	65	316	61.33	7	1.66	4.3	3	[illegible]
[illegible]	95.3	28	110	86.70	2	1.03	4.1	0	0
Southside	93.1	35	197	64.80	0	0	4.0	0	0
Santa Rosa	93.0	64	249	79.55	0	0	4.1	3	1.73
Silver City									
Cliff	99.4	14	14	14.63	0	0	4.2	3	6.35
Taos									
Arroyo Seco	86.1	23	150	94.33	0	0	3.7	0	0
Truth or Consequences									
Arrey	91.6	24	136	75.75	0	0	3.7	17	5.94
Tularosa	89.6	147	255	50.29	19	3.74	4.4	27	10.97

Notes

After having selected eight small districts with good OLMAT scores but low CTBS fifth grade language achievement, it was decided to make a similar comparison to see if school units with good OLMAT predicability but low CTBS fifth grade language achievement showed a correlation with linguistically and culturally different populations.

All districts were studied and this comparison shows the following:

1. Out of 42 districts showing good to excellent OLMAT scores but one year or more lag in English language achievement at fifth grade, only two districts had below [illegible] linguistically and culturally different children in the school buildings.

2. 100 out of 102 schools show a high correlation between concentration of linguistically and culturally different children and low English language achievement at the fifth grade level (one year or more below national norm).

3. There were 725 repeaters in grades 1-3 in these schools. Figuring a 1-25 teacher-pupil ratio and an average cost of $10,430 per teacher, the cost to the state for these repeaters is 29 teachers x $[illegible] = $[illegible]. It must be pointed out that not all districts who have repeaters report them. Also, all pre-first students who do not go from pre-first to second grade are considered repeaters.

Assumptions

1. Given the facts listed, it is assumed that 23,335 Mexican-American children and 4,146 Indian children show good to excellent intellectual potential for success in the curriculum when they enter school, but by the fifth grade this potential is not realized. Since language is the vehicle through which most of the learning takes place, and since the general curriculum is based on English language competence, alternatives to the standard English language curriculum should be found. Also, there are implications for developing language skills in the mother tongue of these children.

2. Children with OLMAT scores of 85 and below who are not classified as special education children would have much greater difficulties in achieving through English language instruction alone. These children should be taught through their vernacular and special English language programs should be provided for them. Bilingual early childhood education seems to be a priority for these and other children who are not achieving at their potential.

Prepared by: Evaluation and Assessment Unit
Bilingual-Bicultural Unit

EXHIBIT C

CONCEPT PAPER

PRE-SERVICE AND IN-SERVICE TRAINING CENTER FOR NATIVE AMERICAN TEACHERS

The State of New Mexico has a school population during the 1972-73 school year of 285,419 students. The state is a multilingual-multicultural state. Of the total enrollment in the public schools, 21,993 have been identified through an October, 1972 statewide survey as being Native Americans.

In addition to the public school enrollment there is a large Bureau of Indian Affairs enrollment of Native Americans at a 1971-72 survey number of 22,630.

It is estimated that 75% of the Native Americans who enter schools have language dominance in their home Indian language. It is also a known fact that the daily life and traditional tribal affairs of these children and their parents are conducted in their native language.

According to established and researched theories of learning, it is well known that all children develop their intellectual structures at given stages in the maturational and growing process. This process is affected by not only the environment provided for the development of the children, but also by the mediums through which the developmental process is stimulated. It follows, therefore, that if education is implemented from a base which is alien to a child's language and life experiences, the school is creating barriers for that child which will make it difficult for him to meet the demands of the traditionally established curriculum as well as those of the total school experiences.

The above can be substantiated by continuous low academic achievement records established by several minority groups in the schools of the state. These records indicate that many of the Native American children are being prevented from achieving at their potential level. This is further substantiated by the 1971-72 dropout rates for districts which enroll high percentages of Native American students. For example, dropouts in five districts which have a high concentration of Native American students range from 25% to 69% between the 9th and 12th grade. It is assumed that most of the dropouts in these districts are Native Americans.

We cite the above facts to put across the idea that the schools as they are presently being conducted and the curriculum efforts being implemented do not provide for the educational needs of Native American students. Therefore, we propose that the use of Native American persons as teachers is an urgent need for the education of this segment of our school population.

Since a great majority of the children have a non-English mother tongue as a dominant language, members of their language and their culture group can shape and implement a basic or part of a curriculum through the language of the children which will assure not only satisfactory intellectual development but will also reaffirm their identity. This identity factor is not only valuable in terms of developing the needed self-concept which is provided by Native American adult models, but also by factors from their environment within the curriculum. Through the Native American teacher, the student will be able to experience full understanding and thus identify in a more positive manner with the school as an institution--that is, that there is someone in the school who fully understands him.

A recent survey of institutions of higher learning in the state which train teachers indicates that there are a total of 63 Native Americans of different language groups who are being trained for the teaching profession. However, none of these people are enrolled in programs designed to meet the above stated needs of Native American children. According to available data, there is an immediate need for approximately 2,000 Native American teachers from the dominant Indian language groups for New Mexico schools.

This concept paper proposes the immediate establishment of a program to prepare Native Americans to do the following things:

1. To use the mother tongue of the child as a medium of instruction to insure conceptual development as his level of maturity.
2. To expand the native language power of those children.
3. To provide an adult, linguistic, and cultural model for the child which will insure proper self-concept development and positive identity in the school environment.
4. To teach Native American history and culture.
5. To enhance the children's ability to acquire English language proficiency.
6. To use sound pedagogical techniques in implementation of bilingual-bicultural programs.
7. To use existing materials developed in Native American languages and in the curriculum.
8. To develop language and culture materials in the Native American languages for use in the curriculum.

In order to achieve the goals listed, training models for this project must be formulated. In order to achieve the stated goals and satisfy existing needs, it is recommended that a center be established and staffed with trained Native American personnel who can prepare a large group of Native Americans to assume teaching duties in the schools and implement the items discussed above.

It is proposed that a center be established and staffed with Native American people who are able to operate an ongoing program which will prepare Native Americans to implement programs in the schools which will meet the needs described above, to work with the community and the schools and the development of a bilingual/bicultural curriculum and materials, to utilize local and university personnel and resources outlined and to disseminate materials and information generated by the program to provide opportunities for actual teaching experiences for the trainees.

The long range success of such a program depends upon the involvement and valuable support of both the Native American peoples themselves and of the schools serving the Indian population in all phases of planning and operation of the program.

To this end, a number of meetings with all affected groups have been initiated for the purposes of discussing the needs, goals and ultimate form of such a center. These include the following:

November, 1972 - Meetings of the State Department of Education personnel to promote the concept of the center.

November 28-29 - Conference on Navajo language programs and teacher training. Proposal for Navajo language teacher training unanimously endorsed by representatives from:

Navajo Tribe, the Dinné Biolta
New Mexico State Department of Education-Bilingual/Bicultural Unit
Navajo Community College

University of New Mexico
Bureau of Indian Affairs
College of Ganado
Rough Rock Demonstration School
Rock Point Community School
Ramah Navajo High School
Borrego Pass School
Sanostee-Toadlena Bilingual Training Program
Gallup-McKinley School Board
Gallup-McKinley Bilingual Project

November 12-13 - Meetings with the school and bilingual program personnel of Gallup-McKinley, State Department of Education personnel, community and schools. (Rescheduled) Kirtland-Shiprock schools (rescheduled)

January 17-18 - Navajo bilingual conference, Window Rock, Arizona Center concept to be discussed.

January 30 - Community meeting in Shiprock between State Department of Education and the community.

Also, the State Department of Education has been informed by New Mexico Highlands University officials that they have had extensive communication with the Pueblos and the Navajo nation regarding the preparation of teachers to meet some of the needs outlined in this paper. They are now actually engaged in training personnel, but have not reported their efforts formally.

It is essential that time be allowed for the Native American people to fully discuss and communicate their thinking with each other and express their ideas to the institutions involved so that these institutions will be responsible to what the people want for the education of the children.

This concept paper is presented because we can no longer ignore the state of educational process for Native Americans as it exists in public and government schools, and so that education and government agencies will be responsive to a forthcoming proposal to fund centers as described in this paper and as presented by the Native American people.

PRE-SERVICE AND IN-SERVICE TRAINING CENTER
FOR NATIVE-AMERICAN TEACHERS

Proposed by Mr. Henry W. Pascual

Objectives:

1. To provide a teaching-learning center for Navajo and Keress-speaking children.

2. To develop teaching-learning materials in at least three curriculum areas in Navajo and Keress in at least three levels of instruction (Grades K-3).

3. To use existing Navajo and Keress materials as demonstration tools for at least three areas of the curriculum and at least four levels of instruction (K-3).

4. To select at least two English language acquisition, developmental skills programs for non-native speakers of English for use in the center.

5. To incorporate Native-American societal patterns and specific cultural items into the curriculum.

6. To obtain the assistance of the Navajo and Keress community for inclusion of items in objective 5.

7. To study and incorporate the traditional learning styles of the Keress and Navajo people in the teaching-learning environment.

8. To use Keress and Navajo resource people in the teaching-learning process.

9. To employ three master teachers, speakers of Navajo and three master teachers, speakers of Keress to implement the aspects of the curriculum being taught through those languages.

10. To employ six master teachers, native speakers of English and members of the general Anglo-American culture to teach the English language components of a K-3 program.

11. To employ Native-Americans of the Keress and Navajo languages to undergo training as teachers while actively engaged in the teaching-learning process (No.______).

12. To employ three teacher-training specialists from the three language groups represented in the center to coordinate the training aspects of the program.

13. To involve the University of New Mexico, College of Education, local school districts (two), the Navajo and Keress communities, and the State Department of Education in the training of teachers for Native-American children.

14. To use multi-media and multi-approaches in the teaching-learning process through three languages, but not on a simultaneous basis.

15. To use both dual language as well as one language approaches for conceptual development of children.

16. To record, analyze, and report positive or negative effects of the learning modes used in the center.

17. To provide open-ended learning alternatives (ability to depart from prescriptive education) for Native-American children.

18. To bring professional preparation (University training) to the site rather than require the trainees to be on campus.

19. To appoint a multi-cultural curriculum decision making committee as a governance body for the center.

20. To use senior high school Native-American students as "teacher-apprentices" to "recruit" future teachers.

EXHIBIT D

Remedial Reading - from a student's journal.
Journal

EJHS
7th grade

The Spanish Girl

Once upon a time therr was this girl how did not now how to speek any english. And the teachire did not now how to speek any spanish. so the girl and the teachers did not now what each other ment. So the girl just State there and washed the teacher and the other girls & boys work. She was learning better every day. Every day they would teach her thrie words a day. In about a week she new a houl sentense every week she'd learn a new sentens. She was a Quick learner and she finiched work on time she inproved alld in thire weeks. She alredy new what math, spelling, reading, and all those subjects ment. As the teacher would talk she would lis on and reapid very thing she said. She would learn the words in about a day in memery. She was very smart girl but she did not understand very well yet. She was learning prity fast. How the Teachers were prout abuot her. The Teachers were thincing how good it would be to learn haw to speek spanish. Then the teacher of the spanish had an idea abuot the girl teaching her how to speek spanish. Then she went bake to her room to tell the girl about her idea Then the girl siad O K now the teacher is learning spanish and will undersand each other.

The End

Why I speack spanish

I speack spanich because my Mother Can't speack English. I forget how to Speack English because We always speack spanich in may Home. But I have forget that I was in school. What why I speack spanich. But I hope I won't forget how To speack spanish in ~~the~~ Class. My Father ~~Always~~ know no how To speack English. But we speack spanich because my Mother don't Understand. When We have visiter we Always speack spanish. My big sister Always speack English. But I speack spanich because my mother don't know ~~no~~. my brother speack spanich With her And When my Grandmother come to see is else she speack spanich with Us she Can't speack english with Us. so That why. I forget how To speak English.

When I am speack English my ~~friend~~ friend speak with ~~a~~ me They speack spanich with me And I have To speack spanish with them. What thats Why ~~I~~ I'am in shcool I forget how to speack English. And wend my mother speack to me I have To ~~sap~~ speack spanish with her. And wend I go To my Grandmother I have To speack spanich with her And my Uncle And my little Littit Cousin. But I promise I won't ~~spain~~ speack spanich no more. Am ~~so~~ sorry I got caught catch speack spanice. Hope I won't do it Again.

EXHIBIT E

REQUIREMENTS FOR CERTIFICATION
Bilingual Education
B.A. - Elementary Education

In order to qualify for certification in Bilingual Education, persons earning a Bachelor of Arts in Elementary Education must satisfy the requirements listed below. These requirements are to be a component of an approved program in Bilingual Education for the elementary schools.

There are three basic areas of competence—Language, Culture, and Methodology. The Culture component is divided into two aspects. Due to the multicultural aspects of the training, this component is designed to provide the teacher with a knowledge of the socio-cultural content in which the bilingual-bicultural programs function.

An in-depth analysis of issues will prepare the teachers to cope with the ambient factors necessary to generate changes to improve education for ~~New Mexico~~ children. Furthermore, a comprehensive emphasis on the historical and fine arts aspects of the cultures of New Mexico will tend to enhance the affective and cognitive preparation of the teachers.

These requirements, when applying to persons preparing to teach Native Americans, shall be interpreted in terms of the needs of the children and of any specially designed programs for multicultural education in the various Native American languages of the state.

In relation to Methodology, the various ethnic groups of ~~New Mexico~~ are supported by cultural values which cannot be overlooked. The children's learning and motivational styles are in part dependent on these cultural manifestations. Therefore, all modern pedagogical systems must be analyzed in relation to the appropriate cross-cultural referents of these ethnic groups.

Areas of Competence

1. Language

   a) Fluency in the local dialect - to be measured by observation in field experience and practice.
   b) Extended functional vocabulary.
   c) Classroom terminology - (instructional language)
   d) Literacy skills - Degree of proficiency to be determined by an acceptable instrument when applicable.

2. Culture

   a) Fundamental aspects of ethnic group cultures of the Southwest.
   b) Monumental aspects of cultures with pre-requisite preparation so that these courses may be taught in the language of the culture.

3. Methodology

a) Practicum to be conducted in a bona fide bilingual setting.
b) There shall be three minimum components in the practicum: Language Arts, Social Studies, and Fine Arts which should be taught in the language of the culture.

The above requirements also apply to pre-service degreed teachers and for training of teachers already in the profession. For these teachers programs are to emphasize the language and the culture and instruction in these components are to be taught in the language of the culture if applicable.

STATE OF NEW MEXICO
DEPARTMENT OF EDUCATION — EDUCATION BUILDING
SANTA FE - 87501

LEONARD J. DE LAYO
SUPERINTENDENT OF PUBLIC INSTRUCTION

November 23, 1973

The Honorable Senator Edward M. Kennedy
United States Senate
Washington, D. C. 20510

Dear Senator Kennedy:

This letter is in response to your communication of November 1.

I want to thank you for having invited me and the New Mexico group to study your bill on bilingual education. It is indeed a great professional pleasure to know that you are very concerned about the problems of minority groups in our public schools and have dedicated much of your time and talents to proposed legislation to strengthen federal support for their education. It was a pleasure to appear before the committee and give testimony on this issue.

Attached you will find my answers to the questions that you forwarded.

Sincerely,

Henry W. Pascual

Henry W. Pascual, Director
Cross-Cultural Education Unit

HWP:meg

Enclosure

QUESTIONS - PANEL ON TEACHER TRAINING

(See attached sheet for answers.)

(1) What is your experience with the current level of understanding of the need to develop bilingual teachers, paraprofessionals, counselors or administrators at the state level? at the local level? at the university level? at the federal level?

(2) How can junior colleges, community colleges and universities best aid in developing the necessary bilingual personnel?

(3) Can in-service bilingual teacher training programs be effective in improving bilingual education programs?

(4) Should every bilingual grant to a local school district include a requirement for in-service training?

(5) What are the kind of roles that paraprofessionals can play?

(6) What is the need for bilingual counselors and administrators?

(7) Are universities equipped to provide adequate bilingual teacher training?

(8) Can non-Spanish surnamed be trained so as to be effective in bilingual roles in Chicano or Puerto Rican or Cuban communities?

Answers - Panel on Teacher Training

1. Colleges and universities still are not implementing significant teacher training programs nor programs for counsellors and administrators. There are some significant programs for paraprofessionals. Local districts do have some good programs (Las Vegas, Artesia, Albuquerque, Las Cruces, New Mexico). The New Mexico Department of Education has a teacher training network (see article attached) which is giving some significant training as a "stop-gap" measure. Federal funding has contributed significantly. This writer obtained a $250,000 grant from the Office of Education and trained 93 teachers, many of whom are now master demonstration teachers. (Model program available upon request and on file at Bureau of Higher Education EPDA - U.S.O.E.)

2. The best way to develop personnel is to establish programs to satisfy the certification criteria attached. Too much money is being spent in rehashing education courses in languages other than English.

3. Yes, provided that they are designed to upgrade specific skills in teachers, especially the ability to read, write, and to give them true knowledge of culture.

4. Yes, but the training component should be tied to specifics as outlined above. There are too many free-loaders charging $100 a day plus expenses and moving from project to project doing the same speed.

5. Paraprofessionals can assist teachers in reinforcement work. They should not be assigned basic instruction which requires professional preparation.

6. The need is great provided that they understand the philosophy and aims of bilingual education - they, for the most part still do not.

7. Very few. The colleges of education have picked people who cannot speak or read the non-English language to do the training. Ninety percent of these professors lack knowledge about the true cultural heritage of the minority groups, so, in the case of the Mexican-American they can't get out of the taco-tortilla-chiapanecas syndrome.

8. The Anglo, English-speaking teacher must play a vital role in bilingual education. They need special training in the psychology, history, and culture of minority groups so they can teach properly and interact with the community in a positive manner.

Henry W. Pascual, Director
Cross-Cultural Education Unit
New Mexico Department of Education

Senator CRANSTON. Dr. Orozco.

Mr. OROZCO. My name is Cecilio Orozco. I am director, presently, of the Bilingual Teacher and Teacher Trainer Institute. There is an error in the cover of my written testimony. It is not Bilingual Teacher and Teacher Training Institute, but Bilingual Teacher and Teacher Trainer Institute, New Mexico Highlands University, Los Vegas, N. Mex.

I too would not like to read the content of my paper. I would like to comment candidly, if I may.

Senator CRANSTON. Please do.

Mr. OROZCO. I would like to comment on some of the preoccupations I have about teacher training. I would like to first make a general comment on what has impressed me. Your comments, when you introduced the bill S. 2553 are most adequate. I really think that your comments are very valuable. However, my paper will include some recommendations to tie what you said and what is in the bill.

Senator CRANSTON. Fine.

Mr. OROZCO. I will make specific reference to where you said that the ideal role was to provide educational programs that regard the bilingual child as advantaged and not disadvantaged.

I have made a recommendation to reflect that in the bill.

The other one is also a very important one. You were talking about the lives of children and to develop them to their full potential. I did not feel that was reflected in the bill, so I have included a change, a proposed change to reflect that.

The rest of my paper basically tries to clarify bilingual education. I think we cannot go on with teacher preparation or teacher trainer preparation unless we do identify what is to take place in the bilingual classroom. I think we need not identify anyone model, but those models which can be simultaneously implemented in the classrooms. My paper proposes those models.

I think, that I would like to also mention, because our preoccupation with money is very apparent here, that the State of New Mexico did in effect in the past 2 years apportion State funds in the amount of $189,000 to New Mexico Highlands University to design a batchelor's and master's degree in elementary bilingual education. (We have not yet been involved in secondary bilingual teacher preparation.) I think it is worthwhile to mention that there are some people in the States that are beginning to reach into their pockets to help some of the bilingual groups thus demonstrating the great need for these programs.

The last preoccupation I have has to do with the fact that as I read the two bills, neither one of them address itself specifically to a bilingual community; children who have not necessarily been born out of the country, children who do speak English and another language and whose communities often speak English in the public life, yet Spanish or a native American language in the homes.

I think that this type of child needs to be recognized specifically and in my paper I made a recommendation for the inclusion of those children.

Senator CRANSTON. I would be very interested in those recommendations. Thank you.

[The prepared statement of Mr. Orozco and other information subsequently supplied for the record in response to Senator Kennedy's request follows:]

TESTIMONY BEFORE

THE SUBCOMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
SENATOR CLAIBORNE PELL, CHAIRMAN

On Bills

S. 2552 and S. 2553

OCTOBER 31, 1973

By

PROFESSOR CECILIO OROZCO, DIRECTOR
BILINGUAL TEACHER AND TEACHER TRAINING INSTITUTE
NEW MEXICO HIGHLANDS UNIVERSITY
LAS VEGAS, NEW MEXICO

Orozco ①

ON BILINGUAL TEACHER TRAINING

Gentlemen, I have before me two fine pieces of legislation. They are long overdue.

As I read the remarks introducing the bills, I am gratified that the intention of these bills has far-reaching and sound implications for a student population long ignored. It tries to remedy a situation created by many of us who, in our enthusiasm with the original legislation, literally "put the cart before the horse" by launching bilingual programs with little effort to train teachers.

These bills can, and should, fulfill the American dream of "equal opportunity" so that all children who need and want bilingual education can receive it. To implement the intention of these bills, a cadre of well-prepared teachers must be produced. The interest that bilingual education has generated, as exemplified by the passage of bilingual education legislation by many states, coupled with the educational resources of the United States of America should make the production of this bilingual-program teachers' cadre a reality in a short time.

Training of Bilingual teacher trainers, teacher training as well as the training of paraprofesionals, must be made in harmony with bilingual program models that are designed to foster a sound education for culturally and linguistically different children.

Orozco ①

It is imperative, then, to state the premises on which this training is envisioned.

1. The programs in the United States, which have been widely demonstrated to be inadequate for bilingual-bicultural children and for other-than-English monolinguals as well as for children of limited English ability, may be described basically as containing an English Language Arts (ELA) component which is re-enforced by subject-matter teaching in English (SME) during the remainder of the school day. Graphically:

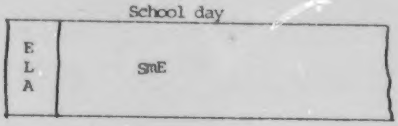

Figure I

2. The programs with a "foreign language" (XLA) component have been equally inefective in that the bilinguality of the children is based on "foreigness". These programs at all levels (FLES in Elementary as well as "foreign language" at the upper levels including "Modern Foreign Languages" at the University level) have failed to serve the needs of the bilingual student as well as the other-than-English monolingual or, for that matter, the "Limited-English ability" student or the English monolingual. The exception to this, of course, has always been the top student, the highly motivated student who can stand the pressures of "foreigness" in his own land. Graphically:

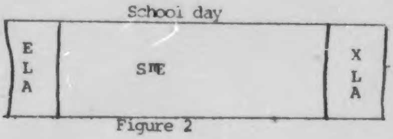

Figure 2

In this type of program the student finds little value for his "foreign" language. The school does in effect teach it but, does not recognize its value in the rest of the curriculum. Often the "foreign" language is prohibited during the rest of the day.

3. An initial bilingual program needs, of course, to take into consideration its population. Many quantitative differences in the subject matter taught exclusively in English (SmE), the subject matter taught exclusively in the native language (SmX) of the children as well as the initial mixture (SmEX) must be considered. It is to be noted that the SmE as well as the SmX are an essential part of an initial program, as it is these units that must show not only quantitative but also qualitative increases. Althoug these models do not include specifics in subject matter, it is to be noted that the relevance of the Fine Arts of the native language as well as the History and Social Studies would be included in that model's SmX or SmEX. Graphically:

The school day

E L *A	SmE	SmEX	SmX	X L *A

Figure 3A

*XLA and *ELA are to be specifically designed for the particular linguistic groups

An initial bilingual program for a bilingual with limited English ability but with high bilingual potential because of community, home, family, etc.

The School day

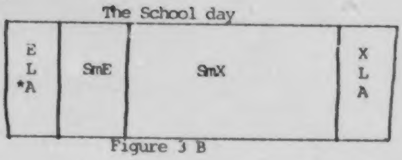

Figure 3 B

An initial bilingual program for an other-than-English monolingual

*note that ELA again is specifically designed for the target groups

The school day

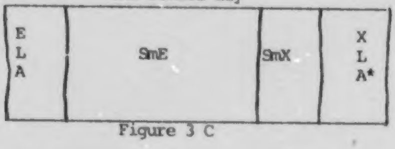

Figure 3 C

*XLA is specifically designed for the groups and the community in which they live.

An initial bilingual program for the monolingual English speaker.

The aforementioned initial programs are not mutually exclusive. New trends in methodology, classroom management, as well as good teacher's preparation programs (which this paper proposes further on), permit the simultaneous operation forthe three aforementionedmodels with the refinements so as not to exclude variations within each group.

The aforementioned models are initial and should lead to a bilingual model where instruction for all groups grows into a bilingual day. Language arts ceases to be "specifically for X group", particular subject matter instruction in any one language (on a long-period basis) becomes a teacher-pupil choice. Graphically:

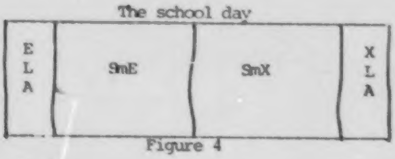

Figure 4

A bilingual program in its advanced stages. Note that SmEX has been eliminated at ELA and XLA units prepare the children. It is to be noted also that SmE and SmX may reenforce each other but do not duplicate learning!

Orozco ⑥

General Discussion on Teacher Training

Assuming the previous evolution in bilingual models and assuming local control of schools in the United States, bilingual-program teacher, teaching aide as well as paraprofessional preparation assumes a rather broad spectrum. Are we at an age of specialization in teaching? Should teachers be certified only for specific bilingual program tasks? Should children at an early age be subjected to a team of specilists? Partially, at least, the answer to these three questions is no lest we dehumanize learning. Yet one must ask himself if it is possible for any one teacher to assimilate, let alone accept and internalize, the miriad of cultural values which often contrast the different linguistic groups of the U.S.A. The proportions of this problem would lead one to different answers on the questions before us.

I believe that teachers from the relevant minority group can best be trained for bilingual programs of that group. Monolingual English teachers or aides can be trained to help these bilingual-bicultural teachers to effect the elements of the bilingual models before us. To this extent, specialization, yes.

On the question of certification, some indication should be made as to the preparation to deal with particular-group cultures. I believe, however, that in order to implement the New American Dream of cultural and linguistic pluralism, all teachers need to be fully capable in the various areas of the teaching of and in English. The certification of a teacher should not however, limit her to her own abilities in the language of the children, ability to use the local resources to overcome her shortcomings is an integral part of bilingual-program personnel training.

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Orozco ⑦

Specific Areas in Teacher Training

In light of the previous discussion it would seem that we must now get specific. Course work for degree people and/or in-service training must be worked out at the institution-level. General areas of preparation can be, however, readily identified:

1. In-depth knowledge of the history and historical problem-solving of the target population. Including its contributions to the world and the USA.

2. Knowledge of the minorities' present problems in the USA (economic, social, linguistic, etc.), including a historical knowledge of American education's failure to meet the needs of the particular group.

3. Knowledge of the problems of learning English that the target group has, coupled with effective, and efficient intensive exercises to help the student overcome these problems quickly and not at the expense of subject-matter learning. (New methods in TESOL with specific instruction in particular linguistic groups).

4. Knowledge of the language, literature and tradition of the target group as well as that of the group's ancestors, i.e., England and Europe are to the USA as Spain and Latin America are to the Indo-Hispanic-American, or the pre-hispanic civilization of America (and their relation to present-day North America) is to the Indian groups of America. Etc........

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Orozco ⑧

ON WHO CAN BEST TRAIN BILINGUAL TEACHER TRAINERS, TEACHERS AND PARAPROFESIONALS

Teacher Trainers

Because the training of Teacher Trainers requires an overall view of our educational system from pre-school levels to future teacher-trainers, this endeavor should be relegated only to Universities and Colleges which establish complete programs. These schools must be able to offer Master's level (or higher) work and be involved in the many aspects of Bilingual Teacher Training at the Bacherlor's level as well as in-service training for bilingual programs in their area.

Minority-group members should be encouraged and helped to become teacher trainers for their own groups.

Teachers

I believe that the most economical bilingual teacher training as well as the most effective is one that utilizes the resources of the cultures for which the teacher is preparing. A minority-group member can most effectively be trained to be a bilingual teacher in a bilingual bicultural program which includes his own people. English monolinguals must be trained specifically to impart English culture with full knowledge and respect for those linguistic and cultural contrasts which so often cause anxiety in children.

In the case of the minority groups, of which we find up to 70% in community and junior colleges, these institutions should play a strong role in the guidance and training work that will produce the teachers. These institutions have demonstrated commitment to these groups as well as flexibility to accomodate them. "Sister" four-year institutions should then continue and finish the training culminating in a B.A. in Bilingual Education at the different levels. Four year colleges and universities engaged in teacher preparation and which are attended by large numbers of minority group students could establish, by re-designing the first two years of their programs, programs to train Bilingual-program teachers.

Bilingual in-service and M.A.-level work should be an integral part of programs in areas where bilingual programs are needed and are functioning in the public schools. Obviously this would have to be done by colleges and universities with facilities for implementation or which are willing to give permanence as part of their regular program to such a training.

Paraprofesionals

Because often the bilingual-program paraprofesionals' training leads to an advanced degree when the interest is generated, this training should be done by schools also engaged in the training of bilingual program teacher trainers and/or the training of bilingual-program teachers. The junior and community colleges, because of their commitments to the idea of the individual and community service are best suited for the development of paraprofesionals. This, of course, does not exclude those four-year institutions which, because of their populations and/or location, establish such programs.

Orozco (10)

Specifics on Senate Bills
S2552 and S2553

In light of the previous discussion the following changes, delitions and/or additions to S2552 and S2553 are submitted:

Orozco (11)

ON A POSITIVE IDENTIFICATION OF CHILDREN

Lest we perpetrate a low teacher expectation of the disadvantaged: lest we, therefore, condemn these children to low achievement because of the image perceived of his teachers; lest we add to a stereotype which has not permitted these youngsters to be perceived as "potential spurters" as in the case of R. Rosenthal and E. Jacobson well known experiment; we should use a positive term that might reflect the children's potential rather than his weakness. "Children of limited English ability" does not recognize the potential for full bilinguality and biculturalism that children from bilingual communities have. May I suggest that wherever "children of limited English ability" appears to identify the children in question, the term "culturally and linguistically different" be used.

It is to be noted that this definition will accomodate anglo children in certain communities (environmental) and it includes Indian-language and Spanish speakers who in effect have a limited English mastery and, above all, it provides for those children who, because of their home-community environment enter school with some degree of bilingualism.

Orozco (12)

ON IDENTIFICATION OF CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN

Under S2553 "Sec. 703(a)..." on page 3 an added definition to (A) (B) and (C) seems needed to accomodate a very typical child whose community is bilingual and bicultural and in which both English and his language are widely used. Many other such communities exist throughout the Southwest. These communities have maintained, without the aid of schools, languages other than English which constitute a rich and vital resource for the United States of America. These Children as in the case of the Mexican-American and the Native-American, have contributed, through their ancestors, much of the heritage which now enriches our Continental United States of America. Through the indian we have received a great legacy of bravery as we have from the Hispanic people who, in 1810, declared much of what now is the U.S. S.W. free and independent from foreign oppression much like our thirteen colonies.

I suggest an added subsection to inserted in the series:

"(B_1) Children who come from bilingual-bicultural communities in which both English and their other language is widely used and" I additionally suggest,to clarify (C) of the aforementioned section,that the word "dominant" be replaced with "widely used."

The word "dominant" seems to discriminate against so many Indian and Hispanic communities that have tried so hard to make it in the all-English speaking world that they have suppressed their own language, and have, themselves, relegated it to the home and intimate relationships there in.

Orozco ⑬

ON BILINGUAL EDUCATION PROGRAM DEFINITION

It is imperative that the final legislation contain a firm and ample definition of bilingual education programs. The present definition on S2552 p2L25 and p3LI-4 could easily be interpreted as a "remedial program" for students with problems. A more positive definition which would reflect the potential of these children and accomodate them regardless of their position in the bilingual-bicultural spectrum would change the present definition to read in S2552.

"(b)(1)(A) For the purpose of this section, the term 'bilingual education program' means a full time program (delete: "of instruction for children of limited English speaking ability") which, through the use of two languages (one of which is English) as mediums of instruction, permits the student to reach the outer limits of his potential in both languages. This program is for and will accomodate culturally and linguistically different children... (continue lines 3 and 4 as presently stated) "and for English-speaking children who desire to participate in such program, in which -"

On S2553 on page 4 lines 5-8

(4)(A) should be also reworded as above in case both bills are presented. (4)(A)(i) should substitute "includes" for the phrase "given with appreciation for" on lines 10 and 11 to insure the teachers know the children's history and heritage.

BILINGUAL TEACHER & TEACHER TRAINER INSTITUTE
NEW MEXICO HIGHLANDS UNIVERSITY
LAS VEGAS, NEW MEXICO 87701

November 12, 1973

Honorable Edward Kennedy
United States Senate
Washington, D. C. 20510

Dear Senator Kennedy:

Thank You for your letter of November 1, 1973 which included your questions to the panel on Teacher Tranining.

I am most grateful for your interest in the problems of our children. Please convey this same feeling to Senator Cranston and Senator Montoya.

Although my formal presentation at the Hearing (S 2552 and S 2553) includes my opinions on many of the questions you sent me, I am enclosing reiteration and/or expanded opinions.

Thank You again.

Sincerely,

Cecilio Orozco, Director

Enclosure

ON QUESTIONS POSED BY SENATOR KENNEDY

Q.1. What is your experience with the current level of understanding of the need to develop bilingual teachers, paraprofessionals, counselors or administrators at the state level? at the local level? at the university level? at the federal level?

A.1. As my written testimony declares, many of us, in our enthusiasm literally "put the cart before the horse". Many of us had no choice but to declare ourselves bilingual "experts". We have by trial and error learned alot.
There is a definite scarcity if not total absence of real experts in bilingual education in the United States. We have done a poor job of preparing the communities, the paraprofessionals, teachers, counselors, and administrators. The attemps in producing teacher trainers have been feeble and at the federal level I have found little in the way of expertise and/or actual experience in bilingual programs.
This must be made the primary goal of any bilingual effort, that is, to first train personnel and then initiate the programs. Teams uniting many talents must first be organized to define bilingual education in the United States and then design programs to produce the defined qualifications for all the personnel involved.

Q.2. How can junior colleges, community colleges and universities best aid in developing the necessary bilingual personnel?

A.2. Again I make reference to my testimony "on who can best train bilingual teacher trainers, teachers, and paraprofessionals."
With the exception of teacher trainers, the junior colleges seem a most logical place for the training of paraprofessionals as well as for the initial two years of any of the four-year training programs. The junior colleges can, by establishing close relations with a four-year teacher training institution, become highly effective "farm clubs" in the production of professional bilingual personnel.

Q.3. Can in-service bilingual teacher training programs be effective in improving bilingual education programs?

A.3. In-service training is by admission a retraining program or a supplementary training program; in both cases it is "patch work" the skills needed for effective teaching are acquired under long periods of time with intensive direction.
In-service, however, can be turned into effective personnel training if that in-service work is done only if it's part of a permanent program at a junior college or at a university. Also see my testimony"on who can best train teacher trainers, teachers, and paraprofessionals.

Q.4. Should every bilingual grant to a local school district include a requirement for in-service training?

A.4. Not only should in-service be a part of any new bilingual effort but the proposals should clearly state and submit the program of which their in-service will be a part. The universities which will do the in-service should clearly meet the requirements established for bilingual teacher training.

Q.5. What are the kind of roles that paraprofessionals can play?

A.5. A paraprofessional working as a teacher aide should play the role of a teacher under the supervision of a professional teacher. Much of the liaison work between schools and communities should be done by paraprofessionals.

Q.6. What is the need for bilingual counselors and administrators?

A.6. Until such time as administrators internalized the values of bilingual education for all groups, the school boards will not be able to make intelligent choices for the implementation of bilingual programs. A "bilingual director" can suffice but little or no permanency is acquired. Teacher training institutions

A.6. should be encouraged to submit administrator-training programs which include a sound basis for decision making in the area of bilingual education.

I believe the role of the counselor is in need of radical revision for dealing with minority group children. The counselor should come from/and counsel students of his own cultural group. The accepted role of the counselor as a "whipping boy" to mold all children to the system must now take a new dimention of an advisor in the design of new strategies, new programs, new systems as he deals with minorities.

Q.7. Are universities equipped to provide adequate bilingual teacher training?

A.7. The answer to this question is categorical. I think that in the case of the child who comes to school from a bilingual community and who is not a new arrival to this country and whose parents are bilingual the answer is that we have been very slow in designing sound teacher training programs. Lack of well prepared teacher trainers has been a major concern. Again as in the case of question number one there should be teams organized uniting many talents.

Q.8. Can non-Spanish surnamed be trained so as to be effective in bilingual roles in Chicano or Puerto Rican or Cuban communities?

A.8. The answer to this question is yes. Very few, however, have been trained to be effective in crossing linguistic and/or cultural lines. Certainly, these people can be made the best teachers of English. They must know, however, what problems their own language presents to the target group they are working with. As in the case of the bilingual teacher, a full training program must be set up for them. It is my hope that future teachers coming out of bilingual programs will have a much easier time accepting and internalizing the linguistic and cultural values of the people they live with.

Senator CRANSTON. Mr. Martinez.

Mr. MARTINEZ. Senator Cranston, California has a great need for bilingual education. As you know, the State is presently providing some $5 million of its own money for bilingual education. We have a bilingual, cross-cultural credential which is competency based; a master plan for bilingual education, and a bilingual, bicultural unit within the State department of education that is responsible for Indian education, bilingual education, and foreign language instruction.

From a survey we have found that there are approximately 200,000 youngsters who were limited and non-English speaking in California in kindergarten through grade 12. Add integration, preschool education, we have approximately a half million youngsters in California presently in need of bilingual education. Yet through the Federal dollar and the $5 million we are only providing bilingual education for approximately 25,000 youngsters. Obviously within the 50 language groups that we have identified through the language survey, the Spanish speaker is the predominant one.

One of the greatest problems that we have is a lack of higher institution involvement in bilingual education in California.

Presently the institutions of higher education in California are producing less than 200 teachers per year who are trained in bilingual education. The present ratio for Spanish surname to the child in the classroom, Spanish surname, is about 1 to 152. There is obvious need to provide bilingual education instruction in institutions of higher education. There is a great need to improve the education of the native Indian population we have in California, which represents some 18,000 to 20,000 youngsters or approximately 10 percent of about a 200,000 population in California, the majority of whom live off reservations.

A great need exists to institutionalize bilingual programs. Oftentimes bilingual, bicultural programs should be more culturally oriented than bilingually oriented, at least in California. We have a great need then to install bilingual programs, but we cannot install these bilingual programs until we have sufficiently involved and trained personnel in this area of bilingual education.

I would like to stop there. I do have some strong recommendations to make on both legislation of which I will deliver to your office personally, as well as a two-page statement to be written into the record if you will.

Senator CRANSTON. Thank you very much.

[The statement referred to was not available for inclusion in the record at the time of printing.]

Senator CRANSTON. I want to thank you for all your help in working on this legislation.

As you know, the bill mandates an annual national assessment of the number of bilingual children to be served and the numbers of educational personnel available so that we will know how many have to be developed, in addition to learning other matters. I know in California you have completed a thorough study of the number of bilingual children to be served. This is the most comprehensive survey, and apparently, it has just been completed.

It would be helpful if you could say a word or two about how that was put together, how it came about, and how it will be used.

Mr. MARTINEZ. By mandate of the law, each school district was mandated to do a language survey. This survey was to be completed by grade level and by language group. It was not aimed at identifying literacy and degrees of proficiency within a language. A language dominant survey instrument, developed by the bilingual, bicultural task force, State Department of Education was used. We counted those who are limited and non-English speaking in kindergarten through grade 12. We defined non-English speaking as one who speaks the mother tongue at home and has difficulty with the English language at school.

From the instrument developed, we think we are about 80 percent effective with the instrument. All school districts reported the results of their survey to the Department of Education. The information received is going on to a computer drum right now and we are going to do some demographic studies and other studies which will relate to those language groups et cetera.

Senator CRANSTON. What are you doing where there is a very small number of children, like 14, 4, or 7, in some language groups?

Mr. MARTINEZ. We are doing absolutely zero.

Senator CRANSTON. May I ask if there has been any similar comprehensive survey, such as in Massachusetts and New Mexico?

Mr. PASCUAL. I have a comprehensive survey of all Spanish surnamed, Indian, blacks by ethnic group, as well as Anglo-Americans. I have the number of teachers.

Senator CRANSTON. What about other groups?

Mr. PASCUAL. We do not have any other groups, sir.

Senator CRANSTON. None at all?

Mr. PASCUAL. No, We have perhaps five orientals. Our main groups are Mexican-Americans, Indians, and blacks and Anglo-Americans.

Senator CRANSTON. What about Massachusetts?

Mr. MAZZONE. Senator, in Massachusetts we have surveyed the population and discovered that we have large numbers of Spanish speaking, Portuguese, Chinese, Italian, Greek, French, both Canadian and Haitian.

You will find that they are receiving minimal services as far as bilingual education is concerned.

Senator CRANSTON. Do you think there will be much difficulty in taking the national survey?

Mr. MARTINEZ. In relation to the survey itself, it can only be a survey, because there is quite a degree of error depending on instrumentation being used, teacher judgment, objectivity of that judgment, and the like. Yes, we will find difficulties. The validity of those data will be somewhat questionable.

[The following information was subsequently supplied by Mr. Martinez for the record in response to Senator Kennedy's request.]

WILSON RILES
• Superintendent of Public Instruction
and Director of Education

STATE OF CALIFORNIA
DEPARTMENT OF EDUCATION
721 CAPITOL MALL, SACRAMENTO 95814

November 8, 1973

Hon. Edward M. Kennedy
United States Senate
Washington, D.C.

Dear Senator Kennedy:

Enclosed please find the answer to your excellent questions on teacher training for bilingual education programs. I hope they will be of some use to you and your staff.

The California State Department of Education stands ready to assist you in your quest for the passage of S. 2552 and S. 2553. The combination of these bills will no doubt bring about changes in dollar amounts necessary to improve bilingual education for the nation.

I respectfully suggest that S. 2553, beginning at page 9, line 13, to page 11, line 14, will best serve the needs of the states which have shown interest in providing the educational leadership for bilingual programs.

As you so well know, the Tenth Amendment, States Rights, defines education as a federal interest. We know that education is a state responsibility and a local function, and with this in mind I would suggest that the final bill provide monies for state administration of bilingual programs.

If we can be of any help or support to this end, please let us know.

Sincerely,

Gil Martinez

Gilbert Martinez
Task Force Manager
Bilingual-Bicultural Education
(916-445-2872)

GM:gg

Enc.

Since the advent of Title VII, ESEA, in 1968, very little is being accomplished at the federal level to place major emphasis on teacher training and paraprofessional training. Over $100,000,000 has been spent thus far from these sources of funds with very little effort to provide teacher training programs. With this kind of planning, many programs are doomed to failure because of the great need for trained personnel in bilingual education.

Question 1: What is your experience with the current level of understanding of the need to develop bilingual teachers, paraprofessionals, counselors or administrators at the state level? at the local level? at the university level? at the federal level?

Answer: Specific Facts

a. The ratio of Spanish surnamed teachers to Spanish surnamed students: 1 to 152 in California.

b. Teacher training institutions in California graduated less than 200 trained teachers in bilingual education.

c. California recently adopted a bilingual crosscultural credential through the auspices of the Teacher Preparation and Licensing Commission.

d. The Bilingual-Bicultural Task Force has identified approximately 200,000 students who are limited and/or non-English speaking (see enclosure). Include preschool students and a 15 percent chance error on the survey plus 100 percent integration of classrooms (which is a necessity for bilingual education), we have upwards of 500,000 students in need at the present time.

e. California presently has 58 programs under Title VII, ESEA. Twenty-six of these are in their fifth and last year of operation according to previous guidelines.

f. California presently has 69 programs funded under AB 2284 - $5,000,000.

g. Because of the estimated 500,000 population in need in California plus others (for bilingual education is an excellent tool to be used in educating all foreign language students and the like), we are estimating upwards of 15,000+ teachers are needed who are bilingual-bicultural and who have had college training in this area.

Question 2: How can junior colleges, community colleges and universities best aid in developing the necessary bilingual personnel?

Answer: Specific grants must be made for the secondary education to colleges and universities to upgrade our schools of education to include professional personnel who can train bilingual teachers. The career lattice approach to this seems a most viable way, i.e., California presently has SB 498 which allows for a community college to give an AA degree in teacher assisting. Those persons interested could complete half a portion of their education at the community college level, receive an AA degree, and continue on to a four-year institution which can provide them with training to become bilingual teachers.

Question 3: Can in-service bilingual teacher training programs be effective in improving bilingual education programs?

Answer: At the present time this is the only effective way of improving bilingual education in California. In-service training programs sponsored by individual school districts have planted many educational seeds and have turned-on many teachers. This, however, is limited because of the numbers of dollars available to hold such programs. The immediate implementation of new strategies in preparing teachers to teach in a bilingual-bicultural setting are needed and can be made available by:

a. Second-language training with an equivalent rating of at least literacy in that language for every teacher.

b. Saturation of much more training and experience in sociocultural education. This can be done by frequent visits to all neighborhoods in the community and by contributions from the community, such as parents teaching in a college classroom.

c. Training in anthropology and psychology -- allowing for the competence and understanding necessary for the development of bilingual future citizens.

d. The retraining of teachers in the field. This can be done by implementing a financially suitable arrangement between school districts and the teacher. This retraining must have contributions from the communities being served, as previously mentioned.

e. Class biases consisting of nothing more than a narrow segment of middle-class orientation of many educators today must be reshaped to include the positive aspects of all social classes. Given the tools to understand the complexities of sociocultural

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education, teachers and administrators will have the broader horizons a bilingual-bicultural setting needs.

Question 4: Should every bilingual grant to a local school district include a requirement for in-service training?

Answer: Every grant to a local district, in my experience, should go through the State Department of Education. This will install administrative requirements, organize, control, monitor and review in-service training programs for local school districts. This is an absolute must if bilingual education is to succeed to a far greater degree than the present.

Question 5: What are the kinds of roles that paraprofessionals can play?

Answer: To develop a paraprofessional staff consisting of members of the community whose commitment to the program is equal to that of the professional staff:

a. Suggest qualification of paraprofessionals, i.e., (1) should be able to get along well with students and reflect their cultural background; (2) should possess bilingual fluency; (3) should know the regional or local language; and (4) priority should be given to a resident of the community at large.

b. Recruit paraprofessionals by publicizing job specifications and disseminating information through newspapers, radio stations, school bulletin boards, community churches, employment agencies, colleges, department of welfare, and other federal projects in the two languages that are most appropriate to the community.

c. Develop guidelines for paraprofessionals for bilingual-bicultural programs.

(1) To help individuals or groups of students learn specific course content, aides may do the following:

(1.1) Provide oral or written models for student imitation.

(1.2) Direct oral or written pattern drilling.

(1.3) Cue responses in oral or written practice of dialogues and conversations.

(1.4) Assist students in the execution of assigned practice, including homework.

(1.5) Help students with special problems in specific skills.

(1.6) Assist the teacher in demonstrations and other instructional presentations, field trips, and club activities.

(2) To help relieve the teacher of certain routine administrative or "housekeeping" tasks, paraprofessionals may do the following:

(2.1) Score tests.

(2.2) Correct homework.

(2.3) Operate equipment.

(2.4) Prepare bulletin boards.

(2.5) Take attendance.

(2.6) Record grades.

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(3) To help in the preparation of materials, paraprofessionals may do the following:

(3.1) Type worksheets, tests, and the like.

(3.2) Prepare multiple copies.

(3.3) Mount visual aids.

(3.4) Record and edit audiotapes.

(3.5) Organize and file collections of visual aids.

(3.6) Research availability of supplemental materials.

According to the Teacher Preparation and Licensing Law of 1970, commonly referred to as the Ryan Bill, an eminence credential may be issued to any person who has achieved eminence in a field of endeavor commonly taught or service practiced in the public schools of California (Section 13133). The person receiving this credential does not have to have a college degree. After three years of successful teaching, that person may receive a permanent credential.

Experimental, exploratory, or pilot program of preparation offered by an educational institution may employ individuals under a special credential. The applicant must have a Baccalaureate or higher degree from an approved institution to be eligible (see Section 13144.1 of Education Code, 1970 Supplemental edition, pages 194-201, for this type of credential).

d. Train paraprofessionals and teachers together whenever applicable so that they will develop a team or partnership attitude; the training should be ongoing. Pairing of teacher and paraprofessional should be mutually agreed upon.

Include the following in the in-service training program: Assess the kind of paraprofessional needed for programs; the individual's abilities should be determined before training takes place. Training and selection should be determined locally since rural and urban differences in communities necessitate flexibility. Analyze Follow Through* guidelines as a possible model. Encourage colleges to participate in the pre-service and in-service training for teachers and paraprofessionals. Orient paraprofessionals to leadership concepts, to group dynamics, and to an awareness of cultures. Introduce them to the role and function of the school.

Both teacher and paraprofessional should be aware of what is expected of them at school and in the community. Include both teacher and paraprofessional in the instructional process to lessen any possible friction that may exist between professional and paraprofessional. Some of the training should take place on school premises so that the paraprofessional will learn to know the people who work at the school and will learn the location of school facilities. Paraprofessionals can be responsible for completion of performance objectives as determined by a project district policy and/or the Stull bill. People from the community may assist in the paraprofessional's training on community needs.

Question 6: What is the need for bilingual counselors and administrators?

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*Can be obtained from Follow Through Unit, ESEA Title I, California State Department of Education.

Answer: The immediate implementation of college training for bilingual counselors and administrators can only be done at the present time if universities are given direct grants to train bilingual counselors and the like. This, however, is tied in with Question 7 and can only be done if such universities are equipped to provide excellent bilingual teacher training. Adequacy in this respect would not be a goal, excellence is.

Question 8: Can non-Spanish surnamed be trained so as to be effective in bilingual roles in Chicano or Puerto Rican or Cuban communities?

Answer: There is no question that non-Spanish surnamed, trained personnel can be effective and are effective in bilingual roles in the Chicano communities in California. If one were to look for a quality in a teacher, I would suggest empathy for and need to serve humanity would be a major criteria in selecting personnel. Combine this with sociocultural education, anthropological foundations, psychological foundations, and bilingual methodology instruction will certainly round out a well-defined bilingual teacher.

Senator CRANSTON. Mr. Mazzone, do you want to proceed now?

Mr. MAZZONE. Thank you, Senator.

Mr. Chairman and members of the committee, I am extending to you and the members here present my deepest gratitude for the opportunity to appear before the subcommittee to testify on behalf of S. 2552 and S. 2553, Comprehensive Bilingual Education Amendments Act of 1973, and the Bilingual Reform Act of 1973.

Mr. Chairman, I have a prepared statement which I will not read verbatim, but which I will submit for the record.

The purpose of the statement is to support in principle the specific provisions of both bills. I would like to go back to one of the previous speakers and support a couple of the provisions that Hernan La Fontaine cited, specifically with reference to the creation of a bureau at the Federal level to administer and supervise the program.

I would support in principle the creation of a bureau rather than a division. I would also support more comprehensive appropriation and more specific authorizations in the act. The question raised by the distinguished Senator from Masachusetts, Senator Kennedy, with respect to the participation of the State on the funding aspects of the program interested me. At the present time, title VII is 100-percent funding.

A suggestion was made that perhaps there could be a partial participation of 25 percent or 50 percent from the State. I think that particular question needs some study. However, my first reaction to it would be that as far as Massachusetts is concerned, at least the present funding system seems to be adequate. We do have a mandated program, and the Federal funding would come in as a supplement.

It seems to me that is the present spirit of title VII. It is a supplementary program. It should not displace or replace the State's obligation to educate the children, particularly in this case children of limited English-speaking ability.

I would like to proceed on three points in terms of the priorities in the act as I see them. The first point I would like to speak to is the matter of vocational education. It seems to me to be crucial to insure—and I think the bills will do this—to insure that a proportionate and substantial part of the occupational education funds appropriated by Congress be earmarked to serve the needs of children of limited English-speaking ability. It seems to me this is important because if we did not do this, it would be inconsistent with the rationale of bilingual-bicultural education, not to provide this opportunity to provide occupational skills. In its present form, title VII programs emphasize a purely academic curriculum focusing on traditional subjects. Although the State agencies have the opportunity to provide to local agencies funds to serve the needs of the limited English speaking, who are not college bound, an adequate effort has not been made to provide incentives for occupational skill development projects for the limited English-speaking child.

I will cite two instances in the State of Massachusetts where we have outstanding programs only because of the sheer imagination, effort, and energy of individuals concerned about bilingual occupational education.

There has recently been opened in Massachusetts the South Middlesex regional vocational school, which has gone out literally to select

25 Spanish-speaking students for their vocational program which is designed to be a bilingual one. In the city of Boston, Boston High School offers an excellent program for the students, and it combines academic training and on-the-job training with five bilingual teachers.

On the basis of its success, it seems to me, with its viable curriculum, this could serve as a model for development of similar situations elsewhere. I cite these only because they are extraordinary instances of what should be available on call to the thousands of students in our State and elsewhere who would benefit by these kinds of programs.

It seems to me ironic that Federal dollars at the same time are also being appropriated for a drop in program, to bring the same students back into schools for occupational skill development.

The second point I would like to speak to very briefly is the question of the availability of competent bilingual and bicultural teachers who are sensitive. I think that is probably the key word that I would like to stress, to the needs of children of limited English-speaking ability, particularly in the urban and rural areas. The experience of having learned to be a teacher through English with the ability to talk Spanish does not prepare a teacher for Spanish media work.

Although teachers play a key role in the process of instruction, the role of other service personnel must also be considered. It is perhaps inappropriate to speak only in terms of training the bilingual teacher as though a single individual were all that is necessary to carry out successfully so complex a process as the education of the bilingual child, particularly in the inner city school. Actually a good program will involve guidance counselors, teacher aides, parents, and other members of the community. All of these will require special training for an effective bilingual program.

Let me go to my last point. One area of concern and significant importance is the role of the State in the supervision and administration of the federally supported bilingual programs.

Before any State program can be expected to be adequately implemented there is a clear and urgent need to have the State agency responsible for administration of the program adequately staffed and funded to carry out the task.

Senate bill 2553, part A—Financial Assistance for Bilingual Education Program, section 721, 3.A and 3.B are of particular concern to us in the Commonwealth of Massachusetts.

As you know, Mr. Chairman, Massachusetts is the first State to mandate bilingual/bicultural instruction. The process of the enactment of that legislation has been a prototype for other States seeking to enact similar legislation.

While there has been a general acceptance in principle of the provisions of the State-mandated program, actual implementation has been slowed and thwarted by operational and programmatic problems.

In Massachusetts, the Great and General Court provided substantial funds for reimbursement to local school districts for the excess costs of educating the limited English-speaking child. With respect to State administration of the program, funds have been limited because of severe budget constraints at all levels.

Senator Cranston's provision to foster State educational agency leadership in promoting bilingual-bicultural programs is a matter of significant importance in insuring equal educational opportunity to children of limited English-speaking ability. Without state leadership, local educational agencies will be slow to implement legislation whether of a mandated or discretionary nature.

State educational departments need the financial support of the Federal program to provide the supervisory and related services needed to service local educational agencies. Without these services the success of bilingual-bicultural education will be in jeopardy.

The experience in Massachusetts over the last 3 years shows that the quantitative as well as the qualitative aspects of bilingual education need the technical support of State personnel to insure adequate implementation and compliance at the local school district level.

Mr. Chairman, I believe that the salient features of the legislation being discussed here today will provide a much needed incentive to States and local school districts to provide equitable educational experiences for linguistic minorities and children of limited English-speaking ability.

Perhaps the most significant aspect of the bilingual-bicultural movement in this country is the humanism inherent in the very concept. It is this fact I think which will bring about in time the full realization of the American dream.

Senator CRANSTON. Thank you very much, Mr. Mazzone, for a very constructive and helpful statement. Members of this panel have been such models of brevity and directness and succinctness that I would like to run the risk of asking one question that each of you might answer.

I pose this to each of you, and if you can try to answer it in three or four sentences, that would be helpful. If there is one thing in reach of our doing it that you feel should first be done or is a most important thing to be done, let us say, to stimulate development of qualified bilingual teachers, what would that one thing be?

Mr. Pascual?

Mr. PASCUAL. Make sure that each grant given to any college or university is accompanied by a hooker that that college or university has a significant program for training that teacher in the basic skills of literacy, culture, and pedagogy. Otherwise, we may be wasting a lot of money.

Senator CRANSTON. Very good. I see there are a lot of heads nodding yes in the back. Mrs. Spencer?

Mrs. SPENCER. I think the person who asks for the grant should have some experience.

Senator CRANSTON. Dr. Orozco.

Dr. OROZCO. I have a more folksy type of answer, I guess. I would like to see us develop programs to raise the teacher expectations of the bilingual children. I think that Maria alluded to Rosenthal's experiment. If I were to be granted only one wish, I believe that that would be the one.

Senator CRANSTON. Very good. Thank you.

Mr. MARTINEZ. The implementation of legislation to train teacher aides in California. These aides are doing the lion's share of the work in the bilingual classroom. They need more training starting from the career ladder, and into the university level, with the end result being Ph. D. and so on. Of course the dollar amounts would be needed to do so.

Mr. **Mazzone**. There are so many things with such a complex issue. Perhaps the only thing I would like to think most important in a teacher of the child who is limited in English speaking is sensitivity to the child in terms of his characteristics. I think it is more important that the teacher be sensitive than that the teacher be bilingual. If I had to choose, that would be the first thing.

Senator **Cranston**. Thank you. The summing up was superb. Very helpful.

[The prepared statement of Mr. Mazzone and other information subsequently supplied for the record in response to Senator Kennedy's request follows:]

Ernest J. Mazzone, Director
Bureau of Transitional Bilingual Education
182 Tremont Street
Boston, Massachusetts, 02111
The Commonwealth of Massachusetts

TESTIMONY BEFORE THE UNITED STATES SENATE SUBCOMMITTEE ON EDUCATION ON BILINGUAL EDUCATION LEGISLATION PENDING BEFORE THE SUBCOMMITTEE GIVEN ON OCTOBER 31, 1973.

In classrooms all over the nation the bilingual phenomenon is taking hold. Kindergarden children are rhythmically chanting favorite Spanish nursery rhymes as well as learning the wordsof their English equivalents. Five million school-aged youngsters - about 10% of the total - speak a first language other than English; four million of these speak Spanish. About 2.7% of these are being serviced by bilingual instructional programs while the remainder become potential drop-outs.

When a first generation limited English speaking child comes to school his language habits and his cultural and religious beliefs are set and are quite deeply rooted. Whether by design or by default when the school takes away, diminishes, undermines or threatens the value of these characteristics, it is certain that the child will have a lower view of himself as a human being. A child's view of himself is directly related to his ability or inability to function adequately in school or out of school particularly outside his ethnic group.

The history of instruction for the limited English speaking child has been one of ignorance and ignominy. Schools have done a good job of making the child feel inferior. Research bears this out. Examples of this are numerous at various levels. "Instances of the deliberate and even ruthless extinction of the primary language of the child even by means of corporal punishment is well documented. A child's social and cultural habits such as the way he eats or what he eats, the clothes he wears and the way he gestures have all been subjects of a subtle demoralization which actually takes place in the nations schools.

Teachers can lower a child's motivation by what seem to be kind words. The child is told, "I know you're different than the rest of the children; you dress differently and speak differently. Do your best and you will pass.

How crushing! Even if the child could get over the fact that he's different the most effort he is expected to exert is a "passing" one.

The school has a social responsibility to meet the needs of all children it serves. It has a very distinct role then in lessening the differences in cognitive, affective and physiological growth caused by social class, and by multi-lingual and multi-cultural backgrounds. In fact it should capitalize on the backgrounds and behavior patterns children bring to school to enrich the total development of all the children it serves.

The importance of meeting the needs of the linguistic minorities through adequate instructional programs has been supported by federal and state legislation. In the main the support has been inadequate. At the federal level appropriations for Title VII were not voted in Fiscal 1968-1969. In subsequent years compromise appropriations were voted. In Fiscal 1974 the allocation was reduced to 35 million, although the appropriation was voted at 45 million and this was itself far below the authorized amount.

"As few as five years ago more than 20 states - including some with the largest non-English speaking populations - had laws requiring all teaching in public schools to be in English. In seven states, a teacher risked criminal penalties or revocation of his certification for not teaching in English. And prior to 1968, there was no state or federal legislation pertaining to bilingual education. But with the passage of the federal Bilingual Education Act came the recognition that Puerto Ricans, Mexican-Americans, Orientals, American Indians and other foreign-language children were being short-changed and neglected by the American educational process."[1]

A recent survey shows that 11 states now have legislation dealing with bilingual-bicultural education. Massachusetts has gone further than any State by requiring every district with more than 20 non-English speaking students to provide them with bilingual education. Five other states - Alaska, California, Illinois, Maine and New Mexico - have what Rep. Herman Badillo, D-N.Y., calls "explicit and substantive" laws on the issue. Others, like Pennsylvania, provide for programs without legislation. That state's guidelines now require districts to have a bilingual or English as a Second Language program for any student whose native language is not English. The survey, conducted by the National Advisory Council on the Education of Disadvantaged Children, also concluded that most states would lose their programs without federal bilingual aid.[2]

The Congress is now considering amendments to Title VII of the Elementary

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and Secondary Education Act of 1965 to extend, improve, and expand programs of bilingual education, teacher training and child development.

The Honorable Senator Cransten of California introduced the, "Comprehensive Bilingual Education Amendments Act of 1973" and in it he states the following goal: "To provide educational programs that regard the bilingual child as advantaged, not disadvantaged; that provide opportunities for the monolingual English-speaking child to encounter the rich resources the bilingual-bicultural child brings to the classroom; and to provide opportunities for parental and community involvement in the building of a sound bilingual-bicultural program available to all children."[3]

Our own Senator Edward Kennedy introduced a joint resolution called the "Bilingual Education Reform Act of 1973". In his statement before Congress, Senator Kennedy emphasized the need to make good on the promise of equal education to all school children and the bilingual education program is a vital element in achieving that goal. While there is a difference in emphasis between Senator Cranston's Bill and Senator Kennedy's Bill, the importance of expanding the services to the limited English speaking child was the center of focus in both Bills. Senator Kennedy stated the following: "It is our hope that these reforms in the Bilingual Education Act will begin to fulfill the promise of guaranteeing that language and culture no longer will be barriers to full educational opportunities in America, but will become positive values that the educational system protects and supports".[4]

I have examined the legislation proposed by Senators Kennedy and Cranston to some extent and have concluded that although all of the provisions contained in each of the Bills are meritorious, I should like to limit my reactions to the issues of vocational education, teacher training and federal-state administration and supervision of programs.

An examination of the disbursement of funds for bilingual programs in occupational education reveals that very little support is being given to this effort either at the State or local levels. The simple facts are that at both levels personnel responsible for the administration of programs and disbursement of funds are not aware of the need nor are they sensitive to it.

It seems to me to be of crucial importance to ensure that a proportionate and substantial part of the occupational education funds appropriated by Congress be earmarked to serve the needs of children of limited English speaking ability.

It would be inconsistent with the rationale for bilingual-bicultural education not to provide for the opportunity to develop occupational skills in children of limited English speaking ability. In its present form the ESEA Title VII program emphasizes a purely academic curriculum focusing on traditional subjects.

Although the States have provided opportunities for local agencies to apply for funds to serve the needs of English speaking students who are not college bound, an adequate effort has not been made to provide incentives for occupational skill development projects for the limited English speaking student.

In Framingham, Massachusetts, the recently opened South Middlesex Regional Vocational-Technical School began serving in September of 1973, twenty-five Spanish speaking students through a bilingual curriculum. I single this out because it is an instance where through the special efforts of the Curriculum Coordinator sensitive to the issue a prototype program was started.

The work-study program at Boston High School offers an excellent opportunity for students to combine academics with practical on-the-job-training. The five bilingual teachers there are well qualified in this field. On the basis of its success, and the viable curriculum offered, this program serves as a model for the development of similar situations elsewhere.

I cite these two cases only because they are extraordinary instances of what should be available on-call to the several thousands of students in our State who would benefit by these kinds of programs.

The irony of the situation is that federal dollars are also being appropriated for drop-in programs to bring these same students back into school for occupational skill development.

The availability of competent bilingual-bicultural teachers sensitive to the needs of children of limited English speaking ability particularly in urban and rural areas is one of the most pressing problems needing attention in bilingual education programs.

"The experience of having learned to be a teacher through English plus the ability to talk Spanish does not prepare a teacher for Spanish-medium work.

Good knowledge of the language by the teacher implies knowledge of the literature, songs, folklore, geography, dialects, history, etc., of people who speak the language in question."[5]

Although teachers play a key role in the instructional process the role of other service personnel must also be considered. "It is perhaps inappropriate to speak only in terms of training the "bilingual teacher" as though a single individual were all that is necessary in order to carry out successfully so complex a process as the education of the bilingual child in the inner city school. Actually, a good program will involve guidance counselors, teacher aides, parents, and other members of the community. All of these will require special training for an effective bilingual program."[6]

In spite of increases in teachers' salary scales in the cities and elsewhere the financial crisis remains critical. Due to the shrinking tax base and the increased demands of other city agencies for tax aid, the cities are finding it increasingly difficult to pay the salaries which will attract sufficient qualified personnel. Given the overall shortages, the cities are faced with increasingly stiff competition both from other schools - private and suburban - and from private industry for these qualified persons.

The pressures somewhat greater in today's urban school - numerous antiquated buildings and facilities, demanding teaching conditions and the possibility of student and community unrest - make it even more difficult to attract these teachers to urban teaching.

It should be equally clear that the urban schools must overcome greater obstacles in attempting to resolve the problem of specific teaching shortages. To fill these vacancies they can no longer rely solely on the customary pool of well-trained, certified teachers - the existing pool simply isn't large enough to meet the need.

The problem of personnel shortages at the beginning of each school year has subsided in several academic areas. However, the need to prepare personnel in bilingual education continues to be critical. Beyond the national and society-wide factors contributing to these shortages, unique problems confront our cities' schools. First, due to the size of these school systems, the sheer number of teaching vacancies to be filled poses an almost overwhelming problem for personnel departments.

Urban schools can no longer rely exclusively on existing teacher training and preparation practices if they are to attract and hold adequately qualified teachers. To attract these persons, new procedures must be devised to train candidates which are intelligently geared to actual teaching experience, and reasonably inexpensive for the recruit. The preparation must also be adequate to maintain the schools' desired standards of teacher preparation and competence.

The legislation proposed by Senators Cranston, Kennedy and Montoya has indeed addressed several of the program issues such as the need for research, teaching training, vocational education, pre-school education and kindergarden programs.

One area of concern and significant importance is the role of the State in the supervision and administration of the federally supported bilingual programs.

Before any state program can be expected to be adequately implemented there is a clear and urgent need to have the State Agency responsible for administration of the program adequately staffed and funded to carry out the task.

Senate S2553, Part A - Financial Assistance for Bilingual Education Program, Section 721. 3.A and 3.B are of particular concern to us in the Commonwealth of Massachusetts.

As you know, Mr. Chairman, Massachusetts is the first State to mandate bilingual/bicultural instruction. The process of the enactment of that legislation has been a prototype for other States seeking to enact similar legislation.

While there has been a general acceptance in principle of the provisions of the State mandated program, actual implementation has been slowed and thwarted by operational and programmatic problems.

In Massachusetts, the Great and General Court provided substantial funds for reimbursement to local school districts for the excess costs of educating the limited English speaking child. With respect to state administration of the program, funds have been limited because of severe budget constraints at all levels. Senator Cranston's provision to foster state educational agency leadership in promoting bilingual-bicultural programs is a matter of significant importance in ensuring equal educational opportunity to children of limited English speaking ability. Without state leadership, local educational agencies will be slow to implement legislation whether of a mandated or discretionary nature.

State education departments need the financial support of the federal program to provide the supervisory and related services needed to service local educational agencies. Without these services the success of bilingual-bicultural education will be in jeopardy.

The experience in Massachusetts over the last three years shows that the quantitive as well as the qualitative aspects of bilingual education need the technical support of state personnel to insure adequate implementation and compliance at the local school district level.

Mr. Chairman, I believe that the salient features of the legislation being discussed here today will provide a much needed incentive to States and local school districts to provide equitable educational experiences for linguistic minorities and children of limited English speaking ability.

Perhaps the most significant aspect of the bilingual-bicultural movement in this country is the humanism inherent in the very concept. It is this fact I think which will bring about in time the full realization of the American dream.

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[1] "Bilingual Education Comes of Age," Education U.S.A., Washington, D.C., National School Public Relations Association, October 8, 1973, P.31.

[2] Ibid.

[3] U.S., Congressional Record, 93d Congress, First Session, October 9, 1973, S18812.

[4] U.S., Congressional Record, 93d Congress, First Session, October 9, 1973, S119150.

[5] Office of Economic Opportunity, OEO's Proposed Planned Variation Experiment in Bilingual/Bicultural Education, Research Report, Washington, D.C., December 15, 1972, P.54.

[6] Commonwealth of Puerto Rico, Department of Education, Proceedings of Conference on Education of Puerto Rican Children on the Mainland, San Juan, Puerto Rico, 1970.

The Commonwealth of Massachusetts
Department of Education
182 Tremont Street, Boston 02111
Division of Curriculum and Instruction
BUREAU OF TRANSITIONAL BILINGUAL EDUCATION

November 11, 1973

Honorable Edward M. Kennedy
United States Senate
Washington, D. C., 20510

Dear Senator Kennedy:

As you requested recorded below are my reactions to your questions concerning the Amendments to the ESEA Title VII, Bilingual Education Act of 1968. I trust these responses will be useful to you and the Committee in the recommendations it will present to the Congress with respect to the Provisions in S2552 and S2553.

(1) Question How effective has the implementation of the Bilingual Education Law been?

Answer The effectiveness of the Massachusetts Transitional Bilingual Education Act of 1971 can be considered on two levels, namely, quantitative and qualitative. At both levels a great deal of progress has been made, yet a great deal more has to be accomplished. Let me qualify that statement by indicating that in some cities and towns there has been an almost total implementation of a complete and solid program, while in others there has been a strong resistence on the part of School

Committees and Staff to begin programs at any cost. In between these two extremes lies the majority of programs. The will to implement completely a full time program of bilingual-bicultural education is thwarted not by philosophical differences as much as by the practical matter of operational and programmatic problems.

Some of the major issues needing attention are listed below:

1. Upgrading the teaching, language and cultural competencies of teachers.
2. Curriculum and material acquisition and development.
3. Provisions for special services such as guidance, special needs, occupational skill development, pre-school and summer programs and other related issues.
4. Identification and placement of children of limited English speaking ability.
5. Parental involvement.
6. Financial assistance.
7. Integrated programs.
8. Evaluation of student progress and program effectiveness.

The first full year of implementation of the State mandated Transitional Bilingual Education program has been devoted almost exclusively to the process of giving structure and framework to the State mandate. Much of the qualitative aspects of programming have been either unattended or given low priority emphasis. The latter, of course, is a dangerous course of action for this very factor could be instrumental in the complete collapse of bilingual-bicultural education as supported in the legislation.

The issue of priority for structure over quality is not new to a new program. In the haste to get the thing moving a great deal of pressure was executed by the proponents of the legislation including community agencies, politicians, linguistic ethnic and minority advocates and others. As a result program needs assessments and planning were minimized.

Two very important factors should be considered in future legislation, it seems to me. First, adequate phase-in features should be written into the legislation to allow for needs assessment and planning. Second, State leadership should be secured to ensure that adequate supervisory and related services are available to local educational agencies faced with the issue of implementing a program which for all practical purposes is completely foreign to them.

(2) Question How much of an impact has the Law had on encouraging local school districts to meet bilingual needs?

Answer This question is related to the first for the State mandated program assumes that local school districts must meet the needs of the limited English speaking child. The question of efficiency and effectiveness has been treated above from the perspective of quality to some extent. Let me discuss here some of the quantitative issues referred to above.

Based on the data on the attached status reports it is our judgment that the implementation of Transitional Bilingual Education in Massachusetts has been moderately successful. Inasmuch as the Act and regulations pursuant to it were passed under emergency measures, and inasmuch as most cities and towns were not geared up either financially, attitudinally or operationally, the 61% of the estimated children to be served who were actually served in fiscal '73 represents a major leap forward in the first full year of implementation.

61% is short of full compliance, yet it represents the highest percent of limited English children being served by bilingual-bicultural programs in any State in the Nation. This, of course, is due to the State mandated program under Chapter 71A Transitional Bilingual Education.

(3) Question Are the programs in Massachusetts fully bilingual or are they solely English as a second language?

Answer In order to speak to this question more fully consider the following situations with respect to English as a second language.

Past.

Prior to the passage of Chapter 71A in November 1971, the teaching of English as a second language predominated the approaches used to serve children of limited English ability. These ESL programs as they are called took the following forms:

1. ESL Pull-out. This program usually consisted of taking children out of the standard class for anywhere from one hour to two hours per day and grouped very often in small quarters like closets, stairwell or hallways where they were given instruction in English as a second language generally by a teacher or aide paid out of ESEA Title I funds.

2. Intensive English. This generally was an intensive program with a specific focus of ensuring the exclusion of native language and culture for the sake of rapid acquisition of English language skills. It was hoped that after a year or two of this intensive work a child could master enough English to compete in the standard curriculum and make it.

Present.

Mandate. The ESL pull-out and Intensive English programs described above are no longer legal in Massachusetts to serve the needs of children of limited

English speaking ability. A full time program of bilingual-bicultural instruction in accordance with the provisions of the Act must be provided to meet the needs of children of limited English ability.

Actual Situation.

Approximately 39% of the low estimates of 13,000 children of limited English speaking ability in the Commonwealth are not now being served by bilingual-bicultural instruction. Consequently the majority of these students are still being served by either the ESL pull-out, the intensive ESL described above or no program at all.

(4) Question How many children are now in bilingual programs in Massachusetts, and how many who need them are not?

Answer This question is related to the previous one. Attached to this response is a Bureau Status Report dated August 1, 1973 which will answer this question specifically in terms of numbers by language groups.

(5) Question According to a U. S. Civil Rights Commission report some 2,300 school age Puerto Rican children were not enrolled in school in Boston a year ago - what is the situation as far as enrollment and dropout rates for the Puerto Rican Community?

Answer This is a difficult issue to get a handle on. Although Chapter 71A mandates the conduct of a census to ascertain the number of school age children in a school district of limited English ability, the actual conduct of the census, the process and the reporting thereof has been unsatisfactory. This is particularly true in the large urban centers.

The one certainty in this matter of the number of children out of school who should be in school is that there are indeed substantial numbers of children out of school continually whether registered or not who are not in attendance. The figure could very well be 2,300 or higher.

With respect to the drop out rate, the facts are patently clear. There is virtually a ninety percent drop out rate of Puerto Rican students in the high schools of the large Urban Centers, Boston included.

Sincerely,

Ernest J. Mazzone, Director
Bureau of Transitional
Bilingual Education

EJM:im

COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF EDUCATION
182 Tremont Street
BOSTON, MASSACHUSETTS 02111

BUREAU OF TRANSITIONAL BILINGUAL EDUCATION AUGUST 1, 1973

STATUS OF TRANSITIONAL BILINGUAL EDUCATION PROGRAMS FOR FY' 73

I. Number of programs implemented and served 31

II. Number of possible programs for FY'74 48
  A. 1/5 of cities and towns in the Commonwealth
  B. 17 additional programs

III. Total number of students serviced 7816
  A. 61% of estimated 13,000 students of limited English speaking ability.
  B. 56% of estimated 14,000 students
  C. 52% of estimated 15,000 students

IV. Breakdown of linguistic groups:

Spanish	Portuguese	Italian	Greek	French	Chinese
4,597	2,054	485	167	213	300
58%	27%		15%		

Elementary = 6,380 or 81% of 7,816
Secondary= 1,436 or 19% of 7,816

V. Teachers

  A. Bilingual .... 306 or 70% of 439
  B. English as a Second Language 133 or 30% of 439
  N.B. Some bilingual teachers taught both bilingually and E.S.L.

VI. Teacher- pupil ratio 18-1

VII. Approval status
  A. Approved 19
  B. To be approved 12
  (Need waivers or pending)
  C. No program 3
  D. Future or possible programs... 14
  (Numbers fluctuate etc.)

N.B. The above information is only a projection of the status of programs for FY'73. The actual and final information will be submitted when all cities, towns and school districts file their reimbursement forms for FY'73. Then, and only then, will the Bureau of Transitional Bilingual Education have the final statistical information on the status of programs.

COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF EDUCATION
182 Tremont Street
BOSTON, MASSACHUSETTS 02111

BUREAU OF TRANSITIONAL BILINGUAL EDUCATION

PROJECTIONS FOR FY'74.

1. Addition of at least 5 new programs
2. Many communities had waivers on the secondary level
3. Some communities had waivers on certain linguistic groups
4. Change in attitudes on the part of many administrators
5. Funds appropriated for FY'74
6- Experienced personnel
7. More materials and curriculum

Report prepared by Ildeberto Pereira,
Senior Supervisor
Bureau of Transitional Bilingual
Education

gs.

COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF EDUCATION
182 Tremont Street
BOSTON, MASSACHUSETTS 02111

BUREAU OF TRANSITIONAL BILINGUAL EDUCATION

SUMMARY BUREAU REPORT SEPTEMBER 11, 1973

FY - 73

1. Not in operation - 12 But possible for FY-74
2. Plans Approved - 16
3. Approval Pending - 17
   Total 2+3 33
   Total 1+2+3 45
4. Waivers granted - 17
5. Additional waivers needed - 5
6. Additional waivers requested - 13
7. March 73 Census - 33
8. Claim for Reimbersement In - 9
9. Claims - 24

FY- 74

1. Plans In - 30 out of potential 45

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CHAPTER 1005

THE COMMONWEALTH OF MASSACHUSETTS

IN THE YEAR ONE THOUSAND NINE HUNDRED AND SEVENTY-ONE

AN ACT PROVIDING FOR THE ESTABLISHMENT AND IMPLEMENTATION OF PROGRAMS IN TRANSITIONAL BILINGUAL EDUCATION IN THE PUBLIC SCHOOLS OF THE COMMONWEALTH, WITH REIMBURSEMENT BY THE COMMONWEALTH TO CITIES, TOWNS AND SCHOOL DISTRICTS TO FINANCE THE ADDITIONAL COSTS OF SUCH PROGRAMS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Declaration of Policy. The General Court finds that there are large numbers of children in the commonwealth who come from environments where the primary language is other than English. Experience has shown that public school classes in which instruction is given only in English are often inadequate for the education of children whose native tongue is another language. The General Court believes that a compensatory program of transitional bilingual education can meet the needs of these children and facilitate their integration into the regular public school curriculum. Therefore, pursuant to the policy of the commonwealth to insure equal educational opportunity to every child, and in recognition of the needs of children of limited English-speaking ability, it is the purpose of this act to provide for the establishment of transitional bilingual education programs in the public schools, and to provide supplemental financial assistance to help local school districts to meet the extra costs of such programs.

SECTION 2 The General Laws are hereby amended by inserting after chapter 71 the following chapter·-

CHAPTER 71A

TRANSITIONAL BILINGUAL EDUCATION

Section 1. The following words. as used in this chapter shall, unless the context requires otherwise, have the following meanings:-

Department . the department of education

School committee , the school committee of a city town or regional school district.

Children of limited English-speaking ability (1) children who were not born in the United States whose native tongue is a language other than English and who are incapable of performing ordinary classwork in English and (2) children who were born in the United States of non-English speaking parents and who are incapable of performing ordinary classwork in English.

Teacher of transitional bilingual education' , a teacher with a speaking and reading ability in a language other than English in which bilingual education is offered and with communicative skills in English.

Program in transitional bilingual education , a full-time program of instruction (1) in all those courses or subjects which a child is required by law to receive and which are required by the child's school committee which shall be given in the native language of the children of limited English-speaking ability who are enrolled in the program and also in English, (2) in the reading and writing of the native language of the children of limited English-speaking ability who are enrolled in the program and in the oral comprehension, speaking, reading and writing of English, and (3) in the history and culture of the country, territory or geographic area which is the native land of the parents of children of limited English-speaking ability who are enrolled in the program and in the history and culture of the United States.

Section 2. Each school committee shall ascertain, not later than the first day of March, under regulations prescribed by the department, the number of children of limited English-speaking ability within their school system, and shall classify them according to the language of which they possess a primary speaking ability.

When, at the beginning of any school year, there are within a city, town or school district not including children who are enrolled in existing private school systems, twenty or more children of limited English-speaking ability in any such language classification, the school committee shall establish, for each classification, a program in transitional bilingual education for the children therein provided, however, that a school committee may establish a program in transitional bilingual education with respect to any classification with less than twenty children therein.

Every school-age child of limited English-speaking ability not enrolled in existing private school systems shall be enrolled and participate in the program in transitional bilingual education established for the classification to which he belongs by the city, town or school district in which he resides for a period of three years or until such time as he achieves a level of English language skills which will enable him to perform successfully in classes in which instruction is given only in English, whichever shall first occur.

A child of limited English-speaking ability enrolled in a program in transitional bilingual education may,in the discretion of the school committee and subject to the approval of the child's parent or legal guardian, continue in that program for a period longer than three years.

An examination in the oral comprehension, speaking, reading and writing of English, as prescribed by the department, shall be administered annually to all children of limited English-speaking ability enrolled and participating in a program in transitional bilingual education. No school committee shall transfer a child of limited English-speaking ability out of a program in transitional bilingual education prior to his third year of enrollment therein unless the parents of the child approve the transfer in writing, and unless the child has received a score on said examination which, in the determination of the department, reflects a level of English language skills appropriate to his or her grade level.

If later evidence suggests that a child so transferred is still handicapped by an inadequate command of English, he may be reenrolled in the program for a length of time equal to that which remained at the time he was transferred.

Section 3. No later than ten days after the enrollment of any child in a program in transitional bilingual education the school committee of the city, town or the school district in which the child resides shall notify by mail the parents or legal guardian of the child of the fact that their child has been enrolled in a program in transitional bilingual education. The notice shall contain a simple, non-technical description of the purposes, method and content of the program in which the child is enrolled and shall inform the parents that they have the right to visit transitional bilingual education classes in which their child is enrolled and to come to the school for a conference to explain the nature of transitional bilingual education. Said notice shall further inform the parents that they have the absolute right, if they so wish, to withdraw their child from a program in transitional bilingual education in the manner as hereinafter provided.

The notice shall be in writing in English and in the language of which the child of the parents so notified possesses a primary speaking ability.

Any parent whose child has been enrolled in a program in transitional bilingual education shall have the absolute right, either at the time of the original notification of enrollment or at the close of any semester thereafter, to withdraw his child from said program by written notice to the school authorities of the school in which his child is enrolled or to the school committee of the city, town or the school district in which his child resides.

Section 4. A school committee may allow a non-resident child of limited English-speaking ability to enroll in or attend its program in transitional bilingual education and the tuition for such a child shall be paid by the city, town, or the district in which he resides.

Any city, town or school district may join with any other city, town, school district or districts to provide the programs in transitional bilingual education required or permitted by this chapter.

The commonwealth, under section eighteen A of chapter fifty-eight, shall reimburse any city, town or district for one-half of the cost of providing transportation for children attending a program in transitional bilingual education outside the city, town or district in which they reside.

Section 5. Instruction in courses of subjects included in a program of transitional bilingual education which are not mandatory may be given in a language other than English. In those courses or subjects in which verbalization is not essential to an understanding of the subject matter, including but not necessarily limited to art, music and physical education, children of limited English-speaking ability shall participate fully with their English-speaking contemporaries in the regular public school classes provided for said subjects. Each school committee of every city, town or school district shall ensure to children enrolled in a program in transitional bilingual education practical and meaningful opportunity to participate fully in the extra-curricular activities of the regular public schools in the city, town or district. Programs in transitional bilingual education shall, whenever feasible, be located in the regular public schools of the city, town or the district rather than separate facilities.

Children enrolled in a program of transitional bilingual education whenever possible shall be placed in classes with children of approximately the same age and level of educational attainment. If children of different age groups or educational levels are combined, the school committee so combining shall ensure that the instruction given each child is appropriate to his or her level of educational attainment and the city, town or the school districts shall keep adequate records of the educational level and progress of each child enrolled in a program. The maximum student-teacher ratio shall be set by the department and shall reflect the special educational needs of children enrolled in programs in transitional bilingual education.

Section 6. The board of education, hereinafter called the board, shall grant certificates to teachers of transitional bilingual education who possess such qualifications as are prescribed in this section. The requirements of section thirty-eight G of chapter seventy-one shall not apply to the certification of teachers of transitional bilingual education. Teachers of transitional bilingual education, including those serving under exemptions as provided in this section, shall be compensated by local school committees not less than a step on the regular salary schedule applicable to permanent teachers certified under said section thirty-eight G.

The board shall grant certificates to teachers of transitional bilingual education who present the board with satisfactory evidence that they (1) possess a speaking and reading ability in a language, other than English, in which bilingual education is offered and communicative skills in English; (2) are in good health, provided that no applicant shall be disqualified because of blindness or defective hearing; (3) are of sound moral character; (4) possess a bachelor's degree or an earned higher academic degree or are graduates of a normal school approved by the board; (5) meet such requirements as to courses of study, semester hours therein, experience and training as may be required by the board; and (6) are legally present in the United States and possess legal authorization for employment.

For the purpose of certifying teachers of transitional bilingual education the board may approve programs at colleges or universities devoted to the prepation of such teachers. The institution shall furnish the board with a student's transcript and shall certify to the board that the student has completed the approved program and is recommended for a teaching certificate.

No person shall be eligible for employment by a school committee as a teacher of transitional bilingual education unless he has been granted a certificate by the board; provided, however, that a school committee may prescribe such additional qualifications, approved by the board. Any school committee may upon its request be exempted from the certification requirements of this section for any school year in which compliance therewith would in the opinion of the department constitute a hardship in the securing of teachers of transitional bilingual education in the city, town or regional school district. Exemptions granted under this section shall be subject to annual renewal by the department.

A teacher of transitional bilingual education serving under an exemption as provided in this section shall be granted a certificate if he achieves the requisite qualifications therefor. Two years of service by a teacher of transitional bilingual education under such an exemption shall be credited to the teacher in acquiring the status of serving at the discretion of the school committee as provided in section forty-one of chapter seventy-one, and said two years shall be deemed to immediately precede, and be consecutive with, the year in which a teacher becomes certified. In tequesting an exemption under this section a school committee shall give preference to persons who have certified as teachers in their country or place of national origin.

All holders of certificates and legal exemptions under the provisions of section thirty-eight G of chapter seven-one, who provide the board with safisfactory evidence that they possess a speaking and reading ability in a language other than English may be certified under this section as a teacher of transitional bilingual education.

Nothing in this chapter shall be deemed to prohibit a school committee from employing to teach in a program in transitional bilingual education a teacher certified under section thirty-eight G of chapter seventy-one, so long as such employment is approved by the department.

Section 7. A school committee may establish on a full or part-time basis pre-school or summer school programs in transitional bilingual education for children of limited English-speaking ability or join with the other cities, towns or school districts in establishing such pre-school or summer programs. Pre-school or summer programs in transitional bilingual education shall not substitute for programs in transitional bilingual education required to be provided during the regular school year.

Section 8. The costs of the programs in transitional bilingual education required or permitted under this chapter, actually rendered or furnished shall, for the amount by which such costs exceed the average per pupil expenditure of the city, town or the school district for the education of children of comparable age, be reimbursed by the commonwealth to the city, town or regional school districts as provided in section eighteen A of chapter fifty-eight.

Reimbursement shall be made upon certification by the department that programs in transitional bilingual education have been carried out in accordance with the requirements of this chapter, the department's own regulation and approved plans submitted earlier by city, town or the school districts, and shall not exceed one and one-half million dollars for the first year, two and one-half million dollars per year for the second and third years, and four million dollars per year for the fourth and subsequent years of programs in transitional bilingual education. In the event that amounts certified by the department for reimbursement under this section exceed the available state funds therefor, reimbursement of approved programs shall be made based on the ratio of the maximum available state funds to the total funds expended by all of the school committees in the commonwealth.

Nothing herein shall be interpreted to authorize cities, towns or school districts to reduce expenditures from local and federal sources, including monies allocated under the federal Elementary and Secondary Education Act. for transitional bilingual education programs.

The costs of programs in transitional bilingual education, other than those actually reimbursed under this chapter, shall be reimbursable expenditures within the meaning of chapter seventy, and shall be reimbursed under said chapter.

Section 9. In addition to the powers and duties prescribed in previous sections of this chapter, the department shall exercise its authority and promulgate rules and regulations to achieve the full implementation of all provisions of this chapter. A copy of the rules and regulations issued by the department shall be sent to all cities, towns and school districts participating in transitional bilingual education.

Section 3. Subsection (b) of chapter 58 of the General Laws is hereby amended by striking out paragraph (3), as appearing in section 7 of chapter 546 of the acts of 1969, and inserting in place thereof the following paragraph:

(3) On or before November twentieth, the reimbursements for the special education programs required to be paid by the commonwealth under chapters sixty-nine, seventy-one and seventy-one A

SECTION 4. Chapter 69 of the General Laws is hereby amended by inserting after section 34 under the caption BUREAU OF TRANSITIONAL EDUCATION the following section:

Section 35. There shall be established within the department, subject to appropriation, a bureau of transitional bilingual education which shall be headed by a project director. The project director shall be appointed by the board of education upon the recommendation of the commissioner, and said project director shall have the minimum qualifications of a bachelor degree in either business administration, liberal arts, or science, and shall have at least two years of documented administrative or teaching experience. The project director shall file a quaterly report with the board of education, the clerk of the house of representatives and the clerk of the senate.

The bureau for transitional bilingual education shall be charged with the following duties: (1) to assist the department in the administration and enforcement of the provisions of chapter seventy-one A and in the formulation of the regulations provided for in said chapter: (2) to study, review, and evaluate all available resources and programs that, in whole or in part, are or could be directed toward meeting the language capability needs of children and adults of limited English-speaking ability resident in the commonwealth (3) to compile information about the theory and practice of transitional bilingual education in the commonwealth and elsewhere, to encourage experimentation and innovation in the field of transitional bilingual education, and to make an annual report to the general court and the governor: (4) to provide for the maximum practicable involvement of parents of children of limited English-speaking ability in the planning, development, and evaluation of transitional bilingual education programs in the districts serving their children, and to provide for the maximum practicable involvement of parents of children of limited English-speaking ability, teachers and teachers' aides of transitional bilingual education, community coordinators, representatives of community groups, educators and laymen knowledgeable in the field of transitional bilingual education in the formulation of policy and procedures relating to the administration of chapter seventy-one A by the commonwealth (5) to consult with other public departments and agencies, including but not limited to the department of community affairs, the department of public welfare, the division of employment security, and the Massachusetts commission against discrimination, in connection with the administration of said chapter; (6) to make recommendations to the department in the areas of pre-service and in-service training for teachers of transitional bilingual education programs, curriculum development, testing and testing mechanisms, and the development of materials for transitional bilingual education courses; and (7) to undertake any further activities which may assist the department in the full implementation of said chapter.

SECTION 5. Chapter eight hundred and fifty-two of the acts of nineteen hundred and seventy is hereby repealed.

House of Representatives,
October 26, 1971

Passed to be enacted, THOMAS W. MCGEE Acting Speaker
DAVID M. BARTLEY

Senator CRANSTON. Before proceeding to the next panel. I am going to declare about a 4-minute recess.

[Short recess.]

Senator CRANSTON. The third panel on issues of bilingual education, structure, and direction, consist of Gloria Zamora, former director of title VII bilingual program, San Antonio, Tex.; Alex Rodriguez, chairman, Massachusetts Advisory Commission on Bilingual Education; Ophelia Flores, principal, Belvedere Junior High School, East Los Angeles, Calif.; and Carmen Rodriquez, superintendent, district 7, New York City.

We are delighted to have you with us. We are also delighted to have Senator Mondale here.

Senator MONDALE. I am sorry I was not able to be here during the early part of these hearings. As you know, we held extensive hearings before the Equal Education Committee on the whole question of bilingual and bicultural education, and one of the strongest sections in our report called for a major new commitment of resources and initiative at the Federal level to assist local educational groups and nonlocal educational groups to bring bilingual and bicultural educational opportunities to the several million children who need it.

I am very glad to see you push in this direction. I am hopeful that we can get the kind of support that we need.

I would like to ask at some point in our record if we could include our chapter on bilingual education.

Senator CRANSTON. Certainly. We are delighted to have you with us. I know you have been swamped with so many other activities.

May we now proceed.

STATEMENT OF GLORIA ZAMORA, FORMER DIRECTOR OF TITLE VII BILINGUAL PROGRAM, SAN ANTONIO, TEX.; ALEX RODRIGUEZ, CHAIRMAN, MASSACHUSETTS ADVISORY COMMISSION ON BILINGUAL EDUCATION; OPHELIA FLORES, PRINCIPAL, BELVEDERE JUNIOR HIGH SCHOOL, EAST LOS ANGELES, CALIF.; AND CARMEN RODRIGUEZ, SUPERINTENDENT, DISTRICT 7, NEW YORK CITY, CONSISTING OF: A PANEL OF ISSUES OF BILINGUAL EDUCATION: STRUCTURE AND DIRECTION

Ms. ZAMORA. I want to thank you very much for inviting me to appear before you and other members here as well as those who had to leave.

I want to begin by saying we have a principle in education which says that behavior that is rewarded tends to be repeated.

The last panel, referring to their brevity, was certainly reinforced and rewarded by you very positively.

I also want to be rewarded, so therefore I will make my remarks very brief.

Senator CRANSTON. That is beautifully put.

Ms. ZAMORA. I have had experience in teaching children who are predominately Spanish speaking, and who have the potential to become bilingual, and I have directed a title VII bilingual program—I was asked to address my remarks to issues that are encountered in implementing bilingual education programs, more specifically class size, individualized instruction, integrated classrooms, and things of this sort.

I have a prepared statement which I will submit to you together with some recommendations on the two bills. I do have this prepared and will present that to you. I will not go through my prepared statement today but rather will try to summarize some of the main points that are contained within the formal statement. That is, that there is no need to convince any of the members of the panel, judging from the remarks of most of you—I will not say all of you—but most of the committee members are very favorable to bilingual education. So I am not going to waste any time trying to convince you of that today.

I think when we look at what has happened in bilingual education and where we would like to go, there are some crucial issues. For instance, I think we need to look at some differentiated staffing patterns in our classrooms. We need to look at differentiated use of time, differentiated use of space. I think that it is crucial that in the identification of our goals for bilingual education for our children, and that is the goals that are set—not that we educators set them or that you legislators set them—but goals that are set together, that are set in concert with the school community; that when we set these goals, that we design activities that are consistent with these goals, so that if we are looking at class size—a matter over which we do not have a great deal to say because this is something that is determined by our State education agency—we see there are other areas in which we can move. This is where I am referring to differentiated staffing patterns.

There is nothing that says that there has to be one sole teacher to a 30-pupil ratio, and I think it is very crucial that we identify goals. As an example, one of our goals might be the development of communication skills, that is, that children develop communication skills in both languages. There is only one way that we can do that. That is to practice the language, and a 1-teacher to 30-pupil ratio is not going to allow them to do things of this sort. This example I give to you in order to promote my views on differentiated staffing.

By differentiated staffing, I am talking not about necessarily hiring more paid resources in the classroom, but rather looking at this in a different way—a teacher, teacher aide, or any other human resource that can be brought to bear in a classroom. It could be youth tutors, it could be community school volunteers or parent volunteers—all sorts of human resources can be mobilized if the attitude is there.

I think that there are two very important things that we need to consider also in looking at the way in which bilingual education should go in the future. That is, that we need to look at institutional reform—from the very way in which we prepare our teachers, to reform of the institutions that receive our children. Here I am talking about the public schools.

Second, and very important, is attitudinal change on the part of the citizens of this country. I think that we all have to feel very strongly (and this attitude again is evident from many of the members of this subcommittee) that there is beauty in cultural diversity, and that knowing more than one language is an asset.

When we get to this point, I think we will be moving in the right direction in bilingual-bicultural education. I do want to make one remark. I believe someone addressed a question—I believe you, Senator, addressed a question to the gentleman from California in regard to this language survey.

My experience with teachers in the classroom is that they do not have, as yet, the training to adequately assess the preferred language or the dominant language of the children in their classroom. Now this assessment or this determination is one of the most crucial issues in implementing a bilingual education program in the classroom, and it is the teacher who must assess each child as an individual. When she makes this determination, she then knows the way she is going to move in the two languages. Of course, we assume that the best way to continue the cognitive growth of the child, of the intellectual growth of the child, is through the language he knows. And, of course, bilingual education is bilingual because we also include the teaching of English as a second language.

Senator Cranston. How do we deal with that problem?

Mrs. Zamora. We cannot deal with it on a 1 teacher to 30 pupil ratio. The only way we can deal with that is by looking at differentiated staffing in the classroom. I think if we ask one teacher to be all things to all children in her classroom, we are almost asking the impossible.

Senator Cranston. If you could make some specific suggestions to us as to how we should conduct the national survey that we mandate in the bill and what should be done in the bill to make it more likely this will come out properly. Will you please submit that in writing?

Ms. Zamora. All right. I certainly will. I am going to conclude by giving you a few statistics on Texas that I was able to gather before I came. That is, the Texas Education Agency has determined that we have 650,000 Spanish-surnamed children in the State of Texas alone. This comprises 23 per cent of our school population. That percentage is growing at the rate of $^3/_4$ of 1 per cent a year.

Through title VII efforts, we were able to serve only 30,000 of these youngsters. At present, we have only 8,700 Mexican-American teachers, not all of whom are bilingual. Our present education needs are for 21,000 well-trained bilingual teachers.

So I cannot overemphasize the value of your bills, and I do thank you very much for the opportunity of addressing you and commend you for the wonderful work you are doing.

Senator Mondale. What percentage of the children needing quality bilingual education in your State now receive it?

Ms. Zamora. Only 30,000.

Senator Mondale. 30,000?

Ms. Zamora. Let me make a distinction here. We have 650,000 Spanish-surnamed children. When I requested these figures from the Texas Education Agency, they were not able to tell me what percentage of those 650,000 actually need. I should not say actually need, bilingual education—we think bilingual education is good for everyone—what percentage of those 650,000 students use Spanish as the dominant language. They were unable to give me that figure.

Senator Mondale. And of the 30,000 being served—I recognize there are different degrees of quality in education—how many are receiving sensitive, adequate bilingual-bicultural help?

Ms. ZAMORA. You are asking me to make a guess here, and I think that I would not be on very safe grounds trying to make a guess at the moment. I do have some personal feelings about the quality of bilingual education programs throughout the Nation, and I would guess that an awful lot of the kids are not getting quality bilingual programs.

Senator MONDALE. That is one of the big problems—that they just label something bilingual, and leave it at that. A Language is not just a language, it is a culture, it is a sense of values, a system of beliefs. Successful programs must have truly sensitive teachers and sensitive teaching material, and the relationship is very difficult and expensive.

Ms. ZAMORA. We know that there are many programs that call themselves bilingual education programs in the State of Texas, and I am sure this is true across the Nation as well that are really nothing more than English as a second language program. This is very sad, indeed.

Senator MONDALE. The trouble is, they turn around and say the program does not work, so what is the sense of spending money on it. That is why I think it is important, if we can, to make an estimate of how many really adequate programs there are.

Ms. ZAMORA. We would have to develop that criteria to determine what is adequate.

[The prepared statement of Ms. Zamora and other information subsequently supplied for the record in response to Senator Kennedy's request follows:]

TESTIMONY BEFORE

THE SUBCOMMITTEE ON EDUCATION

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

ON BILLS

S. 2552 AND S. 2553

OCTOBER 31, 1973

BY

GLORIA RODRIGUEZ ZAMORA
DIRECTOR OF BILINGUAL EDUCATION
DEPARTMENT OF EDUCATION
OUR LADY OF THE LAKE COLLEGE
SAN ANTONIO, TEXAS

MR. CHAIRMAN AND MEMBERS OF THE SENATE SUBCOMMITTEE ON EDUCATION. MY NAME IS GLORIA RODRIGUEZ ZAMORA, A FORMER BILINGUAL ELEMENTARY SCHOOL TEACHER, SUPERVISOR, DIRECTOR OF A TITLE VII BILINGUAL-BICULTURAL EDUCATION PROGRAM AND PRESENTLY ON THE STAFF OF OUR LADY OF THE LAKE COLLEGE IN SAN ANTONIO, TEXAS, WITH PRIMARY RESPONSIBILITIES FOR THE TRAINING OF PRE-SERVICE BILINGUAL TEACHERS. I WISH TO THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY IN BEHALF OF CHILDREN.

SEVERAL YEARS AGO, AS A YOUNG IDEALISTIC UNDERGRADUATE STUDENT MAJORING IN ELEMENTARY EDUCATION, I CONSISTENTLY HEARD SEVERAL PRINCIPLES OF EDUCATION WHICH MY PROFESSORS INDICATED WERE EXTREMELY IMPORTANT TO THE TEACHING-LEARNING PROCESS. THE PRINCIPLES WENT SOMETHING LIKE THIS:

" YOU MUST INDIVIDUALIZE INSTRUCTION."

" YOU MUST MOVE THE CHILD FROM THE KNOWN TO THE UNKNOWN."

" YOU MUST BEGIN WITH EACH CHILD WHERE HE IS."

I LEFT THAT INSTITUTION IMBUED WITH THESE PRINCIPLES---PRINCIPLES WHICH I SOON DISCOVERED WERE ONLY BEAUTIFUL, BUT EMPTY WORDS --PRINCIPLES TO WHICH ONLY LIP SERVICE WAS PAID.

WHAT I DISCOVERED IN MY EARLY YEARS OF TEACHING PREDOMINANTLY SPANISH-SPEAKING CHILDREN OF MY OWN ETHNIC GROUP, WAS THAT THEY WERE EXPECTED TO CONFORM TO AN INSTITUTION AND A CURRICULUM THAT WAS NOT GEARED TO, NOR WILLING TO, "BEGIN WITH EACH CHILD WHERE HE IS". AND TO "_MOVE HIM FROM THE KNOWN TO THE UNKNOWN." THE FACT THAT HE WAS A SPANISH SPEAKER MADE NO DIFFERENCE. IT SOON BECAME APPARENT TO ME THAT MY MISSION WAS TO HELP HIM ASSIMILATE

INTO MAINSTREAM AMERICA AT THE EXPENSE OF HIS LANGUAGE AND CULTURE -- INDEED AT THE EXPENSE OF HIS VERY BEING. WE ALL KNOW WHAT HAS HAPPENED TO THESE CHILDREN.

THIS KIND OF NARROW EDUCATIONAL PHILOSOPHY, THAT ONLY ENGLISH SHOULD BE USED AS A MEDIUM OF INSTRUCTION IN THE SCHOOLS HAS RESULTED IN PSYCHOLOGICALLY AS WELL AS EDUCATIONALLY DAMAGED STUDENTS. INDEED, OUR STUDENTS HAVE HAD TO FLEE THE SCHOOLS AND THEIR DYSFUNCTIONAL RESPONSES IN SUCH ALARMING NUMBERS THAT ARMANDO RODRIGUEZ HAS CALLED IT " EDUCATIONAL GENOCIDE."

AND THEN CAME THE KENNEDY AND JOHNSON YEARS -- YEARS OF " THE NEW FRONTIERS" AND " THE GREAT SOCIETY" WITH ITS MASSIVE FEDERAL SUPPORT TO EDUCATION. BILINGUAL EDUCATION MADE THE SCENE THEN. OUR FIRST ATTEMPTS WERE RATHER SIMPLISTIC -- NOT FULLY REALIZING THEN THAT WHAT WAS NEEDED AND IS STILL NEEDED IS TWO-FOLD: FIRST, INSTITUTIONAL REFORM - FROM THE COLLEGES THAT PREPARE THE TEACHERS, TO THE PUBLIC AND PRIVATE SCHOOLS THAT RECEIVE AND TEACH OUR CHILDREN. SECONDLY, ATTITUDINAL CHANGE ON THE PART OF THE CITIZENS OF THIS COUNTRY -- ATTITUDINAL CHANGE THAT WILL HELP US TO SEE THE BEAUTY OF CULTURAL DIVERSITY AND THE ASSET OF BEING ABLE TO SPEAK MORE THAN ONE LANGUAGE. WE HAVE A SAYING IN SPANISH THAT " EL QUE HABLA DOS IDIOMAS VALE DOS HOMBRES." ROUGHLY TRANSLATED, IT IMPLIES THAT IF YOU CAN SPEAK TWO LANGUAGES, YOU ARE WORTH TWO MEN.

A RECENT ISSUE OF THE HOUSTON CHRONICLE CARRIED AN ARTICLE WITH A WASHINGTON, D. C., DATELINE IN WHICH REP. H. R. GROSS, R.-IOWA WAS QUOTED AS SAYING "IF A CHILD HAS NOT LEARNED SOME ENGLISH BEFORE HE OR SHE ENTERS THE FIRST GRADE, THERE IS SOMETHING RADICALLY WRONG WITH THE FAMILY." REP. WAYNE HAYS, D-OHIO WAS QUOTED AS FOLLOWING," AS FAR AS SPANISH-SPEAKING PEOPLE ARE CONCERNED, I WILL SAY THAT HALF OF THEM ARE HERE ILLEGALLY, SO THEY OUGHT TO AT LEAST LEARN OUR LANGUAGE." MAY I RESPECTFULLY SUGGEST THAT THESE ARE THE VERY ATTITUDES THAT GET US EXACTLY NOWHERE. THESE JUDGMENTAL ATTITUDES THAT IMPLY THAT THERE IS ONLY ONE WAY -- MY WAY -- HAVE NO PLACE IN THIS COUNTRY. WHAT WE NEED IS TO LOOK AT EACH OTHER AS HUMAN BEINGS -- NOT FROM A DEFICIT STANDPOINT, BUT RATHER WITH THE ATTITUDE THAT WE ALL HAVE SO MUCH TO LEARN FROM EACH OTHER.

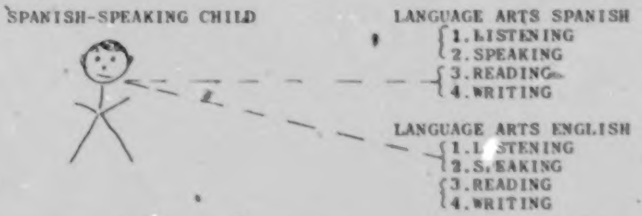
WHEN WE LOOK AT BILINGUAL-BICULTURAL EDUCATION NOW, WE MUST LOOK AT IT IN MUCH GREATER DEPTH. WE MUST BEGIN TO ASK, "WHAT ARE OUR GOALS? WHAT DO WE WANT OUR CHILDREN TO BECOME?" ONCE ASCERTAINING THIS (IN CONCERT WITH THE SCHOOL COMMUNITY) THEN WE MUST DESIGN ACTIVITIES THAT ARE CONSISTENT WITH THOSE GOALS AND COMPATIBLE TO THE CHARACTERISTICS OF THE LEARNER. THIS MAY MEAN A RADICAL REORGANIZATION OF OUR SCHOOL STAFFING PATTERNS, AS WELL AS NEW WAYS OF UTILIZING OUR CLASSROOM TIME AND SPACE, RE-DESIGNED CURRICULUM OFFERINGS, AND INNOVATIVE TEACHER TRAINING.

FOR EXAMPLE: A TEACHER IS FACED WITH THIRTY CHILDREN IN A SELF-CONTAINED CLASSROOM. SHE RECOGNIZES THAT HER STUDENTS ARE INDIVIDUALS WHO SPEAK DIFFERENT LANGUAGES AND ARE AT DIFFERENT LEVELS OF ATTAINMENT. HER GOAL IS TO INDIVIDUALIZE INSTRUCTION. HOW DOES SHE DO IT? SHE CAN'T, UNLESS THE INSTITUTION IS WILLING TO LET HER REORGANIZE HER STAFFING PATTERNS.

THIS DOESN'T NECESSARILY MEAN THAT THE SCHOOL DISTRICT HAS TO HIRE MORE STAFF. BUT IT DOES MEAN THAT ATTITUDINALLY, THE SCHOOL DISTRICT MUST ENCOURAGE THE PARTICIPATION OF PARENTS, YOUTH TUTORS, ETC., WHO CAN BE SOURCES OF VOLUNTEER HELP.

CENTRAL TO THE TEACHING-LEARNING PROCESS IN A BILINGUAL-BICULTURAL EDUCATION PROGRAM WILL BE THE DECISION AS TO THE PRIMARY LANGUAGE OF INSTRUCTION. THIS IMPLIES THAT THE TEACHER HAS BEEN TRAINED TO BE AN ASTUTE OBSERVER OF HER STUDENTS AND THAT SHE HAS THE COMPETENCIES AND ATTITUDES NECESSARY TO CORRECTLY ASSESS THE PREFERRED LANGUAGE OF EACH OF HER STUDENTS. ONCE THIS IS DETERMINED, THEN THE TEACHER CAN MATCH THE LANGUAGE OF INSTRUCTION TO THE CHILD'S PREFERRED MODE OF COMMUNICATION. SHE WILL ALSO PROVIDE FOR THE LEARNING OF THE SECOND LANGUAGE.

FOR EXAMPLE, THE PROGRESSION OF THE LANGUAGE ARTS SKILLS IS: LISTENING AND SPEAKING, READING AND WRITING. GETTING THESE OUT OF ORDER (i.e., PLUGGING A SPANISH-SPEAKING CHILD INTO AN ENGLISH READING PROGRAM WITHOUT THE PREREQUISITE ORAL LANGUAGE DEVELOPMENT) IS PEDAGOGICALLY UNSOUND. A SPANISH-SPEAKING CHILD SHOULD HAVE TWO ENTRY POINTS IN THE LANGUAGE ARTS AREA AS OUTLINED BELOW:


SPANISH-SPEAKING CHILD
LANGUAGE ARTS SPANISH
1. LISTENING
2. SPEAKING
3. READING
4. WRITING
LANGUAGE ARTS ENGLISH
1. LISTENING
2. SPEAKING
3. READING
4. WRITING

A MODEL LIKE THIS ENCOURAGES THE CHILD TO MAKE MAXIMUM USE OF HIS HOME LANGUAGE IN ORDER TO CONTINUE COGNITIVE GROWTH

IN THE AFFECTIVE DOMAIN, THERE IS A PRINCIPLE THAT SAYS "SUCCESS BREEDS SUCCESS." THE CHILD WHO EXPERIENCES ACADEMIC SUCCESS BECAUSE HE HAS BEEN ALLOWED TO LEARN IN HIS HOME LANGUAGE WILL BE HIGHLY MOTIVATED TO LEARN. COMPETENT CHILDREN ARE CONFIDENT CHILDREN. THEY POSSESS POSITIVE SELF CONCEPTS. THUS WE SEE THE INSEPARABLE INTERRELATIONSHIP OF THE COGNITIVE AND AFFECTIVE DOMAINS.

AT THIS POINT IT BECOMES NECESSARY TO CLARIFY SOME METHODOLOGIES. IT IS NOT NECESSARY TO TEACH ALL CONTENT AREAS AND CONCEPTS IN TWO LANGUAGES. CONCEPTS ARE BEST LEARNED IN THE HOME LANGUAGE AND ARE LEARNED ONCE. WHAT DOES OCCUR IS THAT NEW LANGUAGE LABELS ARE LEARNED AND ACCOMMODATED TO THE CONCEPTS ORIGINALLY LEARNED IN THE HOME LANGUAGE.

BECAUSE WE RECOGNIZE A DUAL RESPONSIBILITY IN A BILINGUAL-BICULTURAL EDUCATION PROGRAM:

1. TO FACILITATE LEARNING THROUGH THE USE OF THE HOME LANGUAGE AS THE PRIMARY LANGUAGE OF INSTRUCTION,
2. TO TEACH ENGLISH AS A SECOND LANGUAGE,

WE MUST NOW ASK, "HOW DO CHILDREN LEARN LANGUAGES?"

LINGUISTS ARE NOT AT ALL SURE HOW CHILDREN ACQUIRE LANGUAGE. THEY SUGGEST THAT THE CHILD DEVELOPS LANGUAGE OUT OF HIS NEED TO COMMUNICATE HIS NEEDS AND TO PLEASE HIS PARENTS WHO ARE EAGER TO HEAR HIM SPEAK. THEY DO KNOW THAT LANGUAGE IS UNIQUELY HUMAN AND THAT CHILDREN WILL NEVER LEARN A LANGUAGE UNLESS THEY HEAR IT AND ARE GIVEN THE OPPORTUNITY TO SPEAK IT AND PRACTICE IT EXTENSIVELY. ALL OF THIS IS INTENDED TO REFLECT ON TWO

QUESTIONS:

1. SHOULD SPANISH-SPEAKING CHILDREN BE INTEGRATED WITH ENGLISH-SPEAKING CHILDREN?
2. IF ONE OF OUR GOALS IS TO HELP TO DEVELOP COMMUNICATION SKILLS, CAN A ONE TEACHER TO THIRTY STUDENTS RATIO BE A PRACTICE CONSISTENT WITH THE GOAL?

CHILDREN, INDEED ALL HUMAN BEINGS, HAVE MUCH TO LEARN FROM EACH OTHER. INTEGRATION OF CHILDREN OF DIFFERING LINGUISTIC AND CULTURAL STYLES CAN RESULT IN MAGNIFICENT LEARNING OPPORTUNITIES IF APPROPRIATELY HANDLED BY A SKILLFUL, SENSITIVE TEACHER.

LANGUAGE LEARNING REQUIRES MANY OPPORTUNITIES TO USE LANGUAGE. THE TRADITIONAL EDUCATIONAL STRATEGY -- THE LECTURE METHOD -- IS NOT CONDUCIVE TO LANGUAGE DEVELOPMENT. ONCE AGAIN, IT BECOMES NECESSARY TO CONSIDER DIFFERENTIATED STAFFING PATTERNS THAT WILL REDUCE THE STUDENT - ADULT RATIO THUS ENHANCING THE OPPORTUNITIES FOR INTERACTION.

OUR EARLY EFFORTS IN BILINGUAL EDUCATION HAVE SERVED TO WHET OUR APPETITES. WE SEE SO MUCH MORE THAT NEEDS TO BE DONE IN ALL PHASES: PARENT INVOLVEMENT, CURRICULUM DEVELOPMENT, STAFF DEVELOPMENT AND RESEARCH AND EVALUATION. WE NEED TO EXPAND OUR EFFORTS FAR BEYOND OUR PRESENT SCOPE IN ORDER TO LIVE UP TO OUR RESPONSIBILITY TO ALL CHILDREN.

IN THE STATE OF TEXAS, ALONE WE HAVE 650,000 SPANISH SURNAMED CHILDREN WHO COMPRISE 23 PER CENT OF THE TOTAL SCHOOL POPULATION AND THIS PERCENTAGE IS GROWING AT THE RATE OF THREE-FOURTHS OF 1% EACH YEAR. THROUGH TITLE VII, WE HAVE BEEN

ABLE TO SERVE ONLY 30,000 OF THESE YOUNGSTERS. AT PRESENT WE HAVE ONLY 8,700 MEXICAN-AMERICAN TEACHERS, NOT ALL OF WHOM ARE BILINGUAL. OUR PRESENT NEEDS ARE FOR 21,000 WELL-TRAINED, BILINGUAL TEACHERS. THESE FIGURES REPRESENT ONLY THE MEXICAN-AMERICAN POPULATION AND DO NOT EVEN REFLECT THE NEEDS OF OTHER ETHNIC GROUPS.

WE NEED NOT FEAR THAT BILINGUAL-BICULTURAL EDUCATION, IF APPROPRIATELY DESIGNED AND IMPLEMENTED, WILL RETARD OR HINDER ENGLISH LANGUAGE DEVELOPMENT. WHAT WE CAN HOPE FOR IS A NEW GENERATION OF AMERICANS, PROUD OF THEIR HERITAGE, THEIR LANGUAGE AND THEMSELVES, WHO POSSESS RESOURCES THAT CAN ONLY BE ASSETS TO THEMSELVES AND THEIR COUNTRY.

AS I HAVE READ THE TWO BILLS BEING CONSIDERED TODAY, S. 2552 AND S. 2553, I RECOGNIZE AND APPRECIATE THE TREMENDOUS AMOUNT OF WORK THAT HAS GONE INTO THEIR PREPARATION. THE FOLLOWING RECOMMENDATIONS FOR ADDITIONS AND DELETIONS TO THE BILLS ARE INTENDED TO BRING FORTH ANOTHER PERSPECTIVE FOR YOUR CONSIDERATION.

1. I REFER THE COMMITTEE TO S. 2553, SEC. 702 (a): IN RECOGNITION OF THE LARGE NUMBERS OF [CHILDREN OF LIMITED ENGLISH-SPEAKING ABILITY].... DELETE THE PHRASE IN BRACKETS AND SUBSTITUTE THE PHRASE "CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN".....

I ALSO REFER YOU TO S. 2552, SEC. 2, PAGE 2, (1)THAT THERE ARE LARGE NUMBERS OF [CHILDREN OF LIMITED ENGLISH-SPEAKING ABILITY]... DELETE THE PHRASE IN BRACKETS AND SUBSTITUTE THE PHRASE " CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN"...

...AND THAT THE PHRASE "CHILDREN OF LIMITED ENGLISH-SPEAKING ABILITY" BE STRICKEN FROM THE BILLS WHEREVER THEY OCCUR AND THAT THE RECOMMENDED PHRASE "CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN" BE APPROPRIATELY SUBSTITUTED.

RATIONALE FOR RECOMMENDATION

THE PHRASE IN QUESTION "CHILDREN OF LIMITED ENGLISH-SPEAKING ABILITY" HAS A NEGATIVE CONNOTATION IMPLYING THAT THESE STUDENTS ARE DEFICIENT AND IN NEED OF A REMEDIAL OR COMPENSATORY PROGRAM. BILINGUAL-BICULTURAL EDUCATION IS NEITHER OF THESE. IT IS A POSITIVE RESPONSE TO THE NEEDS OF "CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN" WHO POSSESS THE TREMENDOUS POTENTIAL OF BECOMING BILINGUAL AND BICULTURAL.

2. I REFER THE COMMITTEE TO S. 2553, SEC. 703, (4) (A),(ii), PAGE 4, LINE 16; AND S. 2552, SEC. 703, (F), (ii), PAGE 4, LINE 13. FOLLOWING THE WORD "INCLUDING" AND PRECEEDING THE WORDS "SPEAKING, READING, AND WRITING", INSERT THE WORD "LISTENING".

RATIONALE FOR RECOMMENDATION

LISTENING IS THE FIRST OF THE LANGUAGE ARTS SKILLS IN THE DEVELOPMENTAL SEQUENCE. CHILDREN LISTEN TO THEIR FIRST LANGUAGE BEFORE THEY PRODUCE IT. IT IS A SKILL VITAL TO THE DEVELOPMENT OF SECOND LANGUAGE.

3. I REFER THE COMMITTEE TO S. 2553, SEC. 703, (4) (A)(iii), PAGE 4, LINE 18; AND S. 2552, SEC. 703, (F),(iii), page 4, LINE 14. FOLLOWING THE WORDS "THERE IS" AND PRECEEDING "STUDY OF THE HISTORY ...", INSERT THE PHRASE, " A DEVELOPMENTALLY APPROPRIATE".

RATIONALE FOR RECOMMENDATION

IN BILINGUAL EDUCATION PROGRAMS FOR VERY YOUNG CHILDREN (i.e., PRESCHOOL AND EARLY ELEMENTARY), IT WOULD BE DEVELOPMENTALLY INAPPROPRIATE TO STUDY HISTORY OF A NATION, ETC., BECAUSE CHILDREN AT THIS LEVEL OF DEVELOPMENT DO NOT USUALLY HAVE A WELL-DEFINED CONCEPT OF TIME. THE APPROPRIATE RESPONSE WOULD BE CULTURAL REINFORCEMENT THROUGH INVOLVEMENT OF PARENTS, USE OF THE HOME LANGUAGE, THE USE OF STORIES, RHYMES, AND PLAY ACTIVITIES WHICH HAVE A CULTURAL BASE. BY INSERTING THE RECOMMENDED PHRASE " A DEVELOPMENTALLY APPROPRIATE" STUDY OF HISTORY AND CULTURE.... WE THUS AVOID A POSSIBLE SITUATION IN WHICH VERY YOUNG CHILDREN WOULD BE FORCED INTO A PEDAGOGICALLY UNSOUND SITUATION.

4. I REFER THE COMMITTEE TO S. 2553, SEC. 703 (B), PAGE 4, LINE 25, AND PAGE 5, LINES 1,2,3,4,5,6,7,8,AND 9; AND S. 2552, SEC. 703 (B) (1), PAGE 4, LINES 22,23,24, AND 25, AND PAGE 5, LINES 1,2,3,4,5,AND 6. RECOMMEND THAT THE ENTIRE SECTION BE DELETED FROM THE BILLS.

RATIONALE FOR RECOMMENDATION

A FULL PROGRAM OF BILINGUAL EDUCATION AS DEFINED IN THE PRECEEDING SECTION WOULD PROVIDE FOR ALL SUBJECT AREAS INCLUDING ART, MUSIC, AND PHYSICAL EDUCATION, THUS ELIMINATING THE NEED FOR SECTION 703 (B) AND SEC. 703 (B)(1). THE ELIMINATION OF THIS SECTION WOULD ALSO SERVE TO DISPEL THE IMAGE THAT OUR CULTURALLY AND LINGUISTICALLY DIFFERENT CHILDREN WOULD BE SEGREGATED FOR ALL LEARNING EXCEPT ART, MUSIC, AND PHYSICAL EDUCATION, IN WHICH AREAS THEY WOULD BE INTEGRATED INTO "REGULAR CLASSES".

A GOOD BILINGUAL EDUCATION PROGRAM WILL RECOGNIZE THAT INTEGRATION OF STUDENTS IN ALL CLASSES CAN PROVIDE MANY OPPORTUNITIES FOR LEARNING FROM EACH OTHER AND ABOUT EACH OTHER.

5. I REFER THE COMMITTEE TO S. 2553, SEC. 703, (E),(b), PAGE 6, LINE 14; and S.2552, SEC. 703, (B),(iv), PAGE 5, LINE 25. DELETE THE PHRASE, " THE COMMISSIONER SHALL, BY REGULATION, ESTABLISH"... AND SUBSTITUTE "DIRECT THE COMMISSIONER, IN CONSULTATION WITH THE STATE EDUCATION AGENCY, TO ESTABLISH"...

RATIONALE FOR RECOMMENDATION

BECAUSE THE SUPREME COURT RECOGNIZES THAT EDUCATION IS A FUNCTION OF THE STATE (AS UPHELD IN THE RECENT RODRIGUEZ CASE DECISION) IT IS FELT THAT RETAINING THE AFORE-MENTIONED SECTION

WITHOUT THE RECOMMENDED CHANGE WOULD PUT THE FEDERAL GOVERNMENT IN DIRECT CONFLICT WITH A STATE FUNCTION. THE RECOMMENDED RE - WORDINGCOULD SERVE TO AVOID THE CONFLICT.

CONCLUSION

GENTLEMEN, MAY I AGAIN THANK YOU FOR THE OPPORTUNITY OF ADDRESSING YOU TODAY, TO STATE MY POSITION AND TO MAKE MY RECOMMENDATIONS FOR A STRONGER BILINGUAL EDUCATION BILL.

I AM REMINDED OF THE WORDS OF OUR LATE, BELOVED PRESIDENT JOHN FITZGERALD KENNEDY: " CHILDREN ARE THE WORLD'S MOST VALUABLE RESOURCE AND ITS BEST HOPE FOR THE FUTURE".

IT IS TIME THAT OUR CHILDREN BE GIVEN PRIORITY BY THIS NATION AND YOUR EFFORTS IN THIS DIRECTION ARE COMMENDED AND APPRECIATED.

Our Lady of the Lake College
411 S.W. 24th STREET □ SAN ANTONIO, TEXAS 78285 □ 434-6711

November 19, 1973

Senator Edward M. Kennedy
United States Senate
Washington, D.C. 20510

Honorable Senator Kennedy:

I am pleased to send you my written response to the questions you were unable to pose during the recent Senate hearings on bilingual education. A speaking engagement at the National Association for the Education of Young Children (NAEYC) Conference in Seattle, Washington, last week, has caused the delay in my response. Nevertheless, I hope this will be of some assistance.

I wish to take this opportunity to personally thank you for the efforts you are exerting in behalf of our children. Please call upon me if I can be of further assistance.

Sincerely,

Gloria Zamora

Gloria Zamora

RESPONSE TO QUESTIONS SUBMITTED IN WRITING BY SENATOR KENNEDY-

PANEL ON STRUCTURE AND CONTENT OF BILINGUAL EDUCATION PROGRAMS

(Gloria Zamora)

(1) Should children with English speaking deficiencies be enrolled in crash English language courses at the outset until they can enter regular classes at an equal level with their classmates?

The teaching of English as a Second Language (ESL) is a vital component of a good bilingual education program, but it must be taught in as stimulating and motiviating an environment as possible.

We learn language by *exposure* to it in a natural setting (in context), and an opportunity to *practice it extensively* and over a long period of time. Native speakers of English hear and speak their language for about five years before they are asked to use it in an academic setting. It is my opinion that a child enrolled in a crash ESL course in an attempt to "catch up" with his English-speaking peers would suffer irreperable intellectual, academic, and psychological damage in the process.

(2) Should bilingual programs be fully bilingual with the children essentially learning in both languages?

Yes. In a good bilingual program the first decision that must be made is to ascertain each childs' preferred mode of communication. When this is determined, then the teacher can match the language of instruction to his dominant language. His intellectual growth will continue to be stimulated through the use of his home language and he will also learn the second language. As he becomes more proficient in the second language, more instruction can take place in this language until the child reaches a point at which he can function competently in either language.

(3) Is the goal of bilingual programs to permit children to speak and understand and learn in English while they acquire skills through their native language until they reach a sufficient level of English language fluency to permit them to operate in an all English environment?

The goal of bilingual programs should be:

a)to encourage, extend, and maintain the native language of the students;

b) to help the student become completely fluent in the second language - English.

Children who achieve the above goals can then independently choose which language environment to operate in - one or both-it would become their option. Education must provide options.

(4) Or should bilingual programs be structured so that there is a conscious effort to preserve and develop a fully bilingual capacity throughout the child's educational life?

I believe my response to number three also covers question four.

(5) Should limited English speaking be separated or should there be full integration with those with no bilingual background?

I believe that segregation of children of diverse language groups is a pedagogically unsound practice and it my also be a violation of their civil rights. Children learn much from each other and language is one of these. A skillful teacher will integrate children of the two language groups so that language learning can be stimulated. Prejudice is born of fear. Segregation of children of diverse ethnic backgrounds would serve to perpetuate prejudice. Integration can be a magnificent learning experience for all.

(6) Are the programs, from your experience, receiving federal funds, fully bilingual programs or are they weighted heavily in favor of teaching English as a second language with little attempt to preserve the native language?

This question must be answered in several ways:

a) There are many programs receiving federal monies that are token bilingual programs - little more than ESL programs.

b) There are bilingual programs that would like to be fully bilingual but cannot find sufficiently well-trained bilingual teachers to staff the programs.

c) Most programs don't even teach ESL well!

This is a sad state of affairs, but we simply do not have adequately trained teachers nor sufficiently adequate curriculum. Some school districts do not even allow adequate time for staff development of their teachers, which is one of the most crucial components for successful implementation of a good bilingual program.

(7) Are parents involved in the setting up of bilingual programs? Should they be?

Some of the existing programs have had parents participating in setting up the program. Others have token participation. If parents haven't been involved, they should be.

(8) How should the community be involved in bilingual programs?

The concept of "shared decision-making" between community and school is my choice, but it can be difficult to implement. My own personal opinion, is that the community must be involved in all phases of the program - its design as well as its day-to-day operation. When we can achieve this, I believe we will see a great deal of much needed institutional reform.

Senator **Mondale**. Ms. Flores, if you have an airplane problem, perhaps you should go next?

Ms. **Flores**. I would wait until the end but I will go next.

Senator Cranston and Senator Mondale, I want to extend my appreciation for being here at this particular time. I would like to answer some questions first.

I do have a report which I have submitted to your secretary and at this time I wish to answer some questions first.

Senator Kennedy asked what was the State board of education doing for bilingual education? I would say that the superintendent of public instruction has supported the growth of bilingual education in the State of California and last year he organized a task force to point California schools in the direction of more bilingual teachers for children whose primary language is not English. He has a task force and they will be looking into setting statewide goals and objectives, providing an overview of subject matter content and offer guidelines for specific programs. I will not go on. All of this is in my report.

Also, Senator Kennedy had a concern about the civil rights bill and it is definitely a concern of mine, inasmuch as Belvedere Junior High School has an extensive bilingual-bicultural education program.

I have 30 percent bilingual-bicultural staff. I have 20 additional staff members who can converse in Spanish—total of about 50 percent who are bilingual.

The civil rights bills, I believe, will be zeroing in on the Los Angeles city schools, the Mexican-American staff will be distributed among all the other schools. I particularly need them at my school in order to carry on the bilingual-bicultural program that we have developed. So, yes, I do have a concern.

I want to also answer some of Senator Dominick's concerns, even though he is not here. I would like to begin, not with the first question that he posed, but a question that he asked: why are the second generation Asians successful? I want to point out in the Belvedere community we have Asian-speaking people in our community. Language is taught in the home, it is taught in the churches, it is constantly reinforced. They have seen success through their language. This is one faction of our life that we have not had the privilege of, and that is success. As we were growing up, we were not able to sit in the same classroom with you, Senator Mondale. I would not have been able to have sat in the same classroom with you, Senator Cranston. Had I spoken a word of Spanish while in a class with a monolingual teacher, I would have been placed out in the hall and waited there until the teacher could come out to me. I went to East Los Angeles, and we still had teachers that were sending a student out; indicating to a student that one you walk in this classroom, you do not speak Spanish. So I answer Senator Dominick that the difference lies in that the Asians have seen success, the Mexican-Americans have not.

Senator **Mondale**. The situation with recent Asian arrivals—is that imbued with total success? I remember we held hearings in the bay area of San Francisco a couple years ago. We had witnesses there who were pleading for the very thing you are talking about.

Ms. **Flores**. That is correct. I was merely using his question at that particular time, which he stated second generation Asians were successful. I am sorry, but they are not. They are having problems, the second generation. The first generation Asians will attest to that as well.

Also there was another question—I do not mean to be disrespectful, Mr. Aldridge will tell you I am a very sensitive person—I will say that Senator Dominick indicated, "Is that what they talk at home?" Not meaning to be disrespectful, but I will correct him, that is not grammatically correct. He should have said, "Is that what they speak at home?"

I want to go into the question that he did pose—before I do that, I will state that I am sure. I am not an English major by no means, nor am I a language major, but I would state that approximately 90 percent of the people in the United States do not speak grammatically correct English at all times.

In order to clarify Senator Dominick's statement here, he made a point that he received letters from graduates of high school with such poor English, and I felt I had to make this comment at this particular time.

He did ask a question, what are we doing to teach English? We are using bilingual-bicultural education in order to teach English. A good example is Belvedere Junior High School. The report states and will show we spend 50 percent of the time emphasizing the English language and 50 percent of the time emphasizing the Spanish language. We give instruction in Spanish to two-thirds of the school population.

There are 1,940 students. All of the seventh and eighth graders are in a bilingual-bicultural education program. The students that come into our school are reading at 4.5 level. This is how they come into the seventh grade level, reading at fourth grade and fifth month level. Through the use of formula-phonics and the Spanish language, which is so closely related—the Spanish language is a phonetic language—we find that the students are increasing their Spanish language about 75 percent and increasing their English reading vocabulary, comprehension, and increase of 1 year 4 months in 7 months. If you look at that figure again, you will note that they are almost learning 2 years for every year. We have proven this this past year. The 8th grade students, we hope, at the end of this year will have increased again an equal amount of time, and we hope that by the time they leave the 9th grade and go into the 10th grade, they will have a reading skill of 10th grade level and a comprehension skill of an equal rate.

What is it that we need? We need to expand the program so we will go 100 percent bilingual-bicultural education.

Senator MONDALE. Could I interrupt there. I have read that in California under the Riles' leadership you are beginning a program of—I do not know if you would call it preschool—earlier education for 15 or 20 percent of the schoolchildren of the State, moving into the earlier years. Is there a bilingual component?

Ms. FLORES. In that program, yes.

Senator MONDALE. Do you not think that is very important?

Ms. FLORES. Yes, it is very important, but I being of a junior high school feel that that is a crucial age, both in their maturity and in their education, and I feel that the emphasis has to be at the junior high level. I think we need it at the beginning, yes.

Senator MONDALE. I am not arguing that.

Ms. FLORES. Has that helped us any, is that what you are saying?

Senator MONDALE. The idea of the quick fix has not worked out.

Ms. FLORES. It has not.

Senator MONDALE. But you need, do you not think the children need, this to start earlier and then maintain this program through?

Ms. FLORES. Yes. What has occurred in the past through title VII is that the students have had kindergarten through third. For 4 years this program has been going on, bilingual education, kindergarten through third. Every year they have been saying they are going to expand it to the next year. It is not until this year that they have expanded it to the fourth grade. If you take a look at that figure, 4.5 grade reading level, they have lost the fifth and sixth grades read level. We do have to do the remedial work.

Senator MONDALE. When we had our witnesses, the three top witnesses we had were Spanish education, all of them had spent 2 or 3 years in subnormal classes, because they were different and had language problems, they were considered dumb. In fact they were brilliant and were lucky to work their way out. They are young. It must be happening in these early years to children throughout this country.

Ms. FLORES. Yes. When I first went to Belvedere Junior High 5 years ago we had three EMR classes. We now have only one. Those students have been tested out. They are not mentally retarded. They have a language deficiency.

I also wanted to point out earlier to Senator Dominick that when I first went to Belvedere Junior High School, the students there, all of the students had to take homemaking and industrial arts, every single semester for 3 years because they were not capable of having any kind of other academic subjects. There were no algebra classes. The students have gained such skills that they are even doing calculus in their basic math skills. There was no drama. The reading teacher indicated, "How can you give these students drama when they cannot learn to read?"

Having taught in the elementary grades, I know if you give the student material that is relevant, they can learn to read much quicker than if you give them something that they are not interested in.

To go on, I wanted to point out the bicultural aspects—I think in the bill you indicated something to the effect that you could not anticipate having bilingual education in physical education, art and music, but I want to point out that you can have bicultural education in art through the mosaics; in music through the choral groups and mariachi; in homemaking through Mexican menus and the making of costumes for the folklorico group. In social sciences our teachers have taken the American life series and made it relevant to the needs of the community; Mexican-American studies. I also want to point out that because of the Japanese community that we have in our particular community, we offer an elective which we title Japanese bilingual-bicultural education, and some of our Mexican students are involved in that particular subject.

The key to the success of the programs in the local schools—well I think you have to have a board of education that is supportive, a superintendent that will go all the way out if you have a good program, and I am sorry to have to put it in this manner, but I think you also have to have a Mexican-American administrator in order to have a successful program in the school.

Senator CRANSTON. Would you describe the problems you faced in attaining the position of administrator in the school?

Ms. FLORES. It is not a problem only I have faced, but my colleagues also have faced. The principals of the local schools, when we were placed in vice principal positions (subadminstrative positions), they respect us, they praised us, but yet they do not listen and will not implement programs, because they fear community pressures (one segment or the other of the community), they fear the staff relationship that they have and so on. A progressive education program for the Mexican-American child needs a principal at the school who will move and will not fear. I will go a step further, I was a special appointment as an administrator, both as a vice principal and then again as a principal.

As a vice principal, I attended a meeting, at the first meeting the superintendent indicated to all administrators there that there were some acting vice principals, and that they were equal to all, that we had the same assignments, the same responsibilities, even though we carried the title of acting vice principal. Later on, at that very same meeting, the secretary got up and announced that we could join the administrative organization by picking up a form and sending in our check or having it deducted from our pay check. I submitted a form and there was no deduction in the month of October. In the month of November, no deduction. Finally, I decided they did want my money. In January I received a letter and they indicated to me that the executive board had met and decided that I could join the organization. It has not been any different, as a principal, there still is that discrimination as a special appointment, regardless of the kind of job I am doing at this particular school.

I brought with me, a proposal from a group of Mexican American administrators that got together and developed an administrative doctoral program in order to put in top leadership into the communities that are conducting bilingual and bicultural education.

Senator CRANSTON. Is that a report you are going to submit for the record?

Ms. FLORES. Yes. I have submitted a copy to you.

Senator CRANSTON. All right.

Ms. FLORES. We have asked that it be funded under education profession development act part C, but there were no funds for it.

I also feel that the colleges are doing an outstanding job of training teachers, but I feel that we put the finishing touches on in the training of teachers. I have picked up a proposal that was submitted to the Health Science Foundation—what is it?

Senator CRANSTON. National Science Foundation.

Ms. FLORES. Yes. I have read this proposal. It is an outstanding proposal that deals with the training of staff within the school. I have submitted that to you. It was not funded. I think these two are outstanding programs and I would like to see something similar to these proposals funded somewhere, if not for California, in one of the other States.

Thank you.

Senator CRANSTON. Thank you very much.

[The information referred to and subsequently supplied by Ms. Flores follows:]

BREAK THROUGH IN MOTIVATION

BILINGUAL-BICULTURAL EDUCATION

Break through in motivation? I prefer to feel that what we have provided is some "success" and "challenge"--two ingredients that are quite familiar to you.

In California, teachers were prohibited from teaching their classes in any language other than English, until the late 1960's. Classroom failure was assured for many Mexican-American children who were placed in classrooms and expected to achieve academically in English, though they possessed limited or no English speaking skills. Those pupils who were successful at achieving at levels comparable to English speaking pupils did so at the expense of their native language. Generally, the trend followed a pattern where the non-English speaking child struggled to learn English skills while neglecting or losing ground in his native tongue. The outcome was a child who lacked proficiency in either language. Another unfortunate result of this procedure was that the child developed a negative self-image and negative attitude about his culture.

There is no doubt that you recognize the need for a system of instruction which would not penalize the non-English speaking child.

State Superintendent of Public Instruction, Wilson Riles, has supported the growth of bilingual education. Last year he organized a task force "to point California schools in the direction of more bilingual teaching for children whose primary language is not English." (Los Angeles Times, Oct. 8, 1972 - "State Panel will Spur Bilingual Teaching") The task force, headed by Dr. Elaine Stowe, will analyze and make recommendations. It will also "set statewide goals and objectives, provide an overview of basic subject matter content, offer guidelines for specific programs, provide a guide to budgeting for such programs; and sum up expert thinking on bilingual teaching."

Our educational systems must scrutinize and become intimately involved in the quest for new insights and solutions. They cannot stand oblivious to agitation and discontent: to the demand of every man to find pride in his past and dignity in his future.

Bilingual/bicultural education holds great promise for the removal of this barrier and must be an integral part of any educational system that is to afford that education guaranteed every child under the constitution. The concept of "cultural deprivation" has frequently been used when speaking of "culturally different" children. The negative term "deprivation" implies that non-Anglo minority groups do not possess a "culture" which can be utilized or enhanced by the schools. The schools can no longer assume the task of "making up" for so-called "cultural deficiency" or "culturally disadvantaged" by forcing an "assimilation" which disregards cultural diversity and cultural pluralism. Cultural differences must be viewed as positive and bicultural educational directions to meet these differences must be endorsed.

PROGRAMS

Let's consider bilingual education. There are three basic approaches:

One: Fluency and literacy in both languages are not equally emphasized. Initial instruction, however, is in the native language. The ultimate objective is for the pupil to attain fluency in the second language. This approach has been used in the N.E.S. programs (Non-English Speaking) or the E.S.L. programs (English as a Second Language).

Two: Fluency and literacy in the English language heavily emphasized. Insertion of the second language only for clarification purpose. This approach has been used to "wean" a student from his "mother tongue"--technique most commonly used.

Three: Fluency and literacy in both languages are heavily emphasized. Equal amount of time is spent in reading and writing, both in English and the second language.

BELVEDERE PROGRAM

The enrollment at Belvedere Junior High School for the fiscal year 1972-73 was 1,940. The minority percentage (i.e., Spanish surname) is 99%, with the transiency rate at about 55%. 75% of the students qualify for the Federal Government Free Lunch Program.

In a student and parent survey taken by the Title I staff, it was determined that 90% of the community speak Spanish as a mother tongue. To clarify this we can indicate that our students come from homes in which Spanish is spoken solely, or from homes in which both Spanish and English are spoken.

Using the CTBS (Comprehensive Tests of Basic Skills) as a measuring instrument, pupils coming from feeder elementary schools are at a 4.5 reading level. In fact, 32.3% of the Mexican-American students in the Los Angeles Unified School District are more than three years below grade level when they graduate from high school. This can be compared with the California average of 22.1%. Perhaps this data supports the tragic figure that nearly 50% of the Mexican-American students drop out of high school in East Los Angeles.

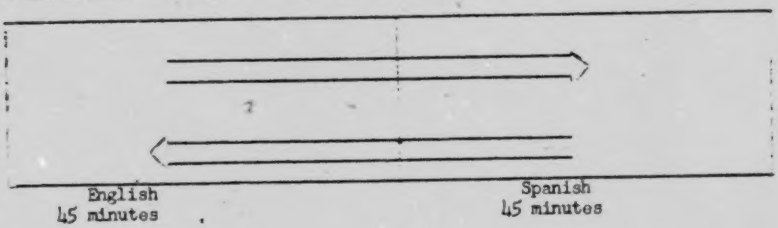
The initial step toward raising the children's achievement in relation to their educational and cultural needs was to lower the pupil-teacher ratio, with the assistance of the educational aides, and parents and tutors in the classroom. This step was designed primarily to increase individualized instruction, but also to allow active community involvement in the project.

The specific objectives of the bilingual/bicultural curriculum were,

(1) to allow students to develop self-concepts through identification with relevant curriculum and (2) to allow students to achieve educationally. The bilingual element would be emphasized through Language Arts (aural, oral, reading, writing). The bicultural component would be emphasized through: (1) Language Arts (Chicano and Mexicano Literature), (2) History (History of the Southwest), (3) Art (Mexicano and Chicano Art), and (4) Contemporary Events (analysis of barrio problems, Chicano movement). Parent participation would be in the form of volunteer classroom tutoring, advisory council interaction, and Parent-Teacher Conversaciones. Student involvement outside the classroom would involve tutoring at feeder elementary schools and Big-Brother, Big-Sister activities where they would act as chaperones for visiting elementary pupils.

Belvedere was able to staff the Title I Reading Component with 3 monolingual teachers and 3 bilingual teachers. The schedule for the year included 90 minute classes meeting every other day with Wednesday as the common class day (i.e., Monday, Thursday, Periods 1-3-5, 90 minutes; Tuesday, Friday, Periods 2-4-6, 90 minutes; Wednesday, Periods 1 through 6). The decision was made by the staff to implement the following concept: The seventh grade student body with the exclusion of EMR, ESL, and EH pupils were identified as the project participants.

2 Classrooms: Bilingual Instructional Model



Within a regular 90-minute class period, pupils are exchanged while teachers and aides remain in the classrooms.

This model was an internal school modification for the following reasons:

--shortage of bilingual Language Arts teachers

--economy in purchase of materials due to limited budget

Fortunately, the classes were all located in the same building complex so the movements of pupils was orderly. Pupils made the switch with the adjacent classrooms' pupils at the end of 45 minutes of instruction. This framework gave the pupils the benefit of dual concepts (English and Spanish) within one 90-minute class. Students would remain with their assigned reading teachers on Wednesday.

The biggest factor in setting up a bilingual program like the one at Belvedere is the attitude of the teachers. The community obviously supported a bilingual program. The next step was to sell the idea to the staff. Fortunately, Belvedere's staff was receptive to the idea. Running such a program was in effect a double work load for the teachers because, while the rest of the staff was teaching six classes, they were teaching 12 due to the bilingual structure. The motivation and desire of the Title I staff to fulfill the needs of the children and the community was vital to the success of the program.

Pre-school inservice training was set up to train new teachers and aides in the Formula Phonics Reading Program. The teachers who would comprise the Bilingual Staff were provided in-service in the techniques of teaching Spanish. Resource materials were also developed during this period. Staff members were encouraged to develop resources and implement new ideas based on their experience and knowledge of the Mexican-American student. Emphasis was placed on pupil understanding and appreciation of their Mexican-American heritage. This emphasis prevailed throughout the year.

Staff workshops were held during the year to devise new materials and to push the issue of unity and a commoness in the project. The in-service training also made new teachers aware of the children's immediate community, of how language affects them, and the children's heritage.

Informal staff meetings were held frequently. The purpose was to evaluate progress of the project, resolve common concerns, and share ideas. Educational aides were in attendance at all in-service sessions and staff meetings. The aides were considered a vital asset to the instructional program. They were important in developing the concept of teamwork. Their importance was noted by the fact that they were considered as community teachers by the teachers who worked with them.

Staff members, without too much encouragement, became active in school activities of all types. Their attendance at various school functions enabled them to gain the confidence and respect of the parents of the project pupils. The staff desire to take pupils on curricular tours allowed pupils to gain exposure to experiences and activities which exist beyond their community.

A Bilingual Advisory Committee was organized to allow representation from the community in the program. Its purpose was to keep the parents informed of the progress of the program and to allow parent input through recommendations for a more affective program. Since the staff works closely with the community, it was relatively easy to organize an advisory committee.

Elected officers of this committee were involved in the selection of Educational Aides for the program.

Several steps were taken to insure active community involvement. Parents were frequently encouraged by the staff to visit the classes to see what was going on. Teachers and aides made several telephone calls prior to Parent Conversaciones to invite parents to come and meet them. Parents and community members were recruited as tutors whenever possible. They were also invited along on curricular tours with the teachers and pupils. A few parents were hired as Community Representatives to assist in the program and to work as community liaisons. Whenever possible, parents were encouraged to interview for openings in the Educational Aide staff.

I mentioned previously that the attitude of the staff was an important factor in the success of the program. The same can be said of the community. With their help, support, and encouragement, the program was able to function more smoothly than the previous year.

BELVEDERE JUNIOR HIGH SCHOOL
Instructional Services

Goals of a Bilingual-Bicultural Reading Program

POINT OF VIEW:

The teaching of bilingual reading is directed toward the progressive development of the students ability to communicate effectively through the skills of listening, speaking, reading and writing in Spanish and English. Understanding and appreciation of himself, his ancestry, his community, the cultures influencing him, and of the people of Hispanic and English speaking countries and their cultures are an integral part of the development of bilingualism.

The order of emphasis in beginning language study is listening and speaking, then reading and writing. The skills of listening and speaking are developed through extensive and varied imitative practices. Reading will be developed through material practiced orally. Finally, material learned through listening, speaking, and reading is practiced in written form.

As pupils progress from basic stages to complex ones, listening and speaking will continue while reading and writing receive increased emphasis. Reading for comprehension will be extended and attention will be directed to the development of literary appreciation. Instruction will be carried out with use of culturally relevant materials.

GOALS:

Students will participate in a bilingual reading program in order to derive the following values or benefits:

- The student will gain media for thinking and acquiring knowledge as well as a breath of outlook through use of both of his native languages;

- He will become a progressively more involved citizen since he will be able to think and act more intelligently in all aspects of his local, national, and international life through his English and Spanish Language abilities.
- The student will gain knowledge and use of two languages which will broaden and strengthen vocational opportunities in many fields.
- The study and use of two languages will significantly broaden the possibilities of creative thought and action.
- The student will gain greater insight into the values of his own cultures which will enable increasing respect for his own beliefs and attitudes and acquire a better perspective of his values;
- The student will serve as a positive force to improve and maintain harmonious relationships among the people of his local community as well as those of the larger community.
- The student will gain appreciation of his customs, bicultural development and total history in order to foster development of a positive self image.
- Strengthening and preservation of the family through the development of common languages between off-springs and parents is one of the most imprtant outgrowths of a bilingual program.
- The development of a stable and enlightened community and a humane society are goals of a bilingual-bicultural reading program.
- Each pupil will maintain or develop proficiencies, knowledge, and attitudes that are possible only through a bilingual reading program.
- Understand the political motivations of peoples in the English speaking and Spanish speaking world.
- Understand and appreciate the cultural and individual diversity within this country.

- Provide the opportunity to all students to study the languages in use in their community on a formal and daily basis.
- Provide opportunity for native speakers of a language to continue development and proficiency in their native languages.
- To develop literacy in the languages of the community.

TERMINAL OBJECTIVES:

A major aim of a bilingual-bicultural reading program is to develop the pupil's ability to read two languages. Reading is part of the communication cycle of listening, speaking, reading, and writing. The other three communication skills will be taught as needed to reinforce and refine skills important for best performance in reading. The following terminal objectives will be taught progressively from the most basic to the most complex levels.

- Develop ability to recognize words independently through the use of contextual and configuration clues, structural and phonetic analysis.
- Improve ability to obtain literal meaning from what is read and to use information gained from reading.
- Build an adequate functional vocabulary.
- Learn to use the fundamental skills effectively for better reading performance in school subjects and practical situations.
- Learn to use the skills of listening, speaking, and writing as they are needed to reinforce and refine performance in reading.
- Improve ability to read books, periodicals, and newspapers.
- Develop reading skills to highest possible peak of attainment and to challenge the full use of abilities.
- Development the ability to select material appropriate to individual interest and purpose.
- Develop more discriminating tastes in reading.

- Learn to set personal goals and evaluate personal achievement.
- Use ideas gained from reading in problem solving.
- Develop the habit of reading a wide variety of books and periodicals.
- Develop an enduring habit of reading for pleasure and profit as a leisure activity.
- Apply reading skills learned in a variety of practical situations.
- Perceive subtle as well as obvious meanings of material read.
- Develop ability to discuss effectively, in a small group, ideas gained from reading.
- Increase capacity for attention, concentration, and diligent work habits.
- Increase ability to set individual goals and evaluate personal achievement.
- Work toward mastery of more complex word recognition and vocabulary building skills.
- Perceive relationships within sentences, paragraphs, and entire selections of increasing complexity and maturity.
- Understand literal meaning of increasingly difficult material in various subject areas.
- Develop positive and realistic self-concepts of reading abilities through use of diagnostic measures, observation, and collections of data to provide guidance; such diagnosis to begin during the first week and continue throughout the semester.
- Learn that flexibility of reading rate may lead to greater comprehension; that rate of reading should be adjusted to the demands of the material and the purpose for which it is read.
- Test the accuracy and thoroughness of comprehension by frequent participation in purposeful small-group discussions.

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ATTAINMENT GOAL:

The median achievement of all students will be raised by more than one grade norm each month of instruction in English and Spanish language development.

PARENT ADVISORY APPROVAL:

DATE: Wednesday, March 28, 1973

BY: Committee formed of representatives of the school advisory councils

- Principals' Advisory Council
- 9th Grade Compensatory Education Title I Reading Program
- 7th Grade Compensatory Education Title I Reading Program

Members of the Goals Committee, School Preferred Reading Program.

Joseph Flores
Francisco Hernandez
Joseph Kowalson
Richard Stumpe
Yolanda Tarango
Salvador Gonzales

SG:vc

Senator CRANSTON. Mr. Rodriguez.

Mr. RODRIGUEZ. Thank you, Senator Cranston. Let me first say that I am Alex Rodriguez, assistant to the director of the United Community Services of Boston, and I come before you as chairman of the State Advisory Committee on Bilingual Education.

We are submitting to you a copy of the Massachusetts Bilingual Education Act and regulations that go along with that act, defining the operation of our program in Massachusetts.

As the chairman of the State Advisory Committee, it is my responsibility in concert with some 50 members of that committee statewide to work along with the State's bilingual staff, and the bilingual bureau, in the process of implementing the first mandatory bilingual-bicultural education act in this Nation. It is also our function to advise the State board of education on policies and regulations affecting our far-reaching legislation.

I think that the pieces of legislation that we are discussing, S. 2552 and S. 2553, are rather far reaching and are beginning to deal with the many multiple needs of bilingual education in this Nation. I want to commend your staff, the staff of this committee and your personal staff, both Senator Kennedy, and yourself Senator Cranston, for the work that has been done.

I also want to spend some time talking to the structure of bilingual education above and beyond title VII and the amendments we are dealing with here today. I think it is rather difficult in a nation that has had a racist history like ours to be a nonwhite person, a minority person, and to advocate for progress in that same nation when you know that your advocating to correct willful errors that created a negative condition for us as a "people," and it is kind of difficult for me sitting here and in my role as State chairman of Massachusetts' advisory committee to return home and to explain that things are getting better, when in fact I do not believe things are getting better, but I will not participate in the process of putting down people who are trying to make it better that much faster, as I think you legislators are doing.

But I think that in dealing with structures and directions in bilingual education we have got to begin to delve into some very hard questions. For instance, when we started dealing with bilingual education in Massachusetts, we found by attending national meetings that there is a unique correlation between bilingual education acceptance in a State and its nonacceptance and the size of linguistic population in that State. The correlation is rather simple.

The smaller the linguistic minority, the more acceptable bilingual programs are. The larger the linguistic minority, the more resistance to bilingual programs.

I think that some attention has to be paid to that phenomena, because I do think there is an economic reality to be considered; that if we take bilingual education and bilingualism to its fullest and furtherest point, we know that we are talking about, developing a classroom situation, where those people most able to teach children, culturally as well as academically, are those people responsible for carrying on the programs.

Now if you take this concept in your own State, and a State like New York, you will understand quicky why certain types of resistance presents itself to bilingualism. Many people imagine their jobs to be threatened in the teacher profession. I have seen this type of reaction in the past, among the teachers of English as a second language. The question becomes where are we going to be? I think if we admit for one second that bilingualism besides being resisted because of normal ignorance is resisted and will continue to be resisted in this Nation by more sophisticated people who understand certain economic implication in terms of jobs, job protection in the teacher profession, and in the administration of that profession, that we would be somewhat ignorant if we did not accept this reality. I felt a need to say that because I found that in most bilingual conferences throughout this Nation—and I have attended many—that most people really go away just thinking that people just do not understand our goals. I think that is very dangerous underestimation of people's ability to circumvent some good ideas in this country.

To fully achieve the goals of bilingualism, one part of me says that we really have to do it on a local level.

I do not think it is the intention of our type of federalism, and I think it is clear in our national legislation to have a national education system. We do not advocate that in our Constitution. It is not part of our governmental process. We do leave these issues of education to the States.

But I would offer an analogy, had we really left the issues of desegregation to the States, where would we be today? I think that is analagous because I think we are leaving a primary policy issue of bilingual education to the States, when we talk about appropriations of $135 million, which is an authorization, and not an appropriation; and when we spend the $35 million throughout these States, and we see how little gets in the hands of certain populations, we know that we are talking, hopefully only of seed money to stimulate creativity on the local level, so that States and local school systems can take up their appropriate responsibility.

I again jump back to my correlation that the larger the linguistic minority population, the least apt any State will be to legislate for that population, because of the exorbitant expenses that State will bring upon itself and because that State and its legislators know that to deny that linguistic minority has no real political implications. These are realities, realities that we have to deal with in this process.

In Massachusetts we dealt with it and we were lucky because we were on the other side of that correlation. We had a rather small linguistic population, and it is our estimation that perhaps 40,000 children in the entire State would use our bilingual program if it were totally implemented. We presently have 20,000 children in the program.

The program is mandatory. It does cover the provisions that some people are still seeking in their States, such as regulations for teachers who are teaching in the program, definitions of the character of the program. We do have a fairly adequate reimbursement procedure that reimburses above and beyond the normal per public expenditure in that city or town, and, in fact, I know my title VII people would be somewhat upset, the title VII money for program operation in Massachusetts is relatively unnecessary.

Title VII money for research for development, for teacher training, for innovation is very necessary, because we do not have the means of getting those types of funds from our present State program.

Massachusetts is different from other States, as witnessed in our last election, the national one.

I am trying to figure a way that some day we can get this type of local responsibility distributed throughout the 50 States, and I find that the only way we can really guarantee local responsibility is to go beyond title VII types of legislation, which I think are adequate bandages for 1973 and adequately respond to the type of situation that we are prepared to deal with now, considering the lack of trained teachers nationally, et cetera; but I think, in the long run, if we are really, truly concerned with the quality of education and harmony among the different people of this Nation who refuse continually to be melted down, that we are going to have to deal with the question of some Federal impositions on States, on standards of education, and we are going to have to raise the question one day of some minimal Federal controls on the quality of education throughout the Nation.

It frightens me to think that our education nationally is such that it would allow a relatively affluent State to abandon its minority community by defunding its school system and moving into a private school situation, leaving those nonwhite citizens that would remain in public school to provide education at the level of their own taxing ability, which would be fairly minimal, but, under our existing Federal legislation, and our existing laws, that can happen in this country. A whole population can be abandoned. We are seeing this in some cities in the South where that city will refuse to raise taxes. We see this happen in cities where the elderly population begins to outnumber the families, you see, so this is possible and can happen.

I use that analcogy again because I want you to imagine the same problem that exists with that of large linguistic minority populations. When I visited Illinois to consult with them on ways of initiating bilingual legislation for their State, and they explained to me they were spending more money in Chicago than we were in all of Massachusetts. I was somewhat excited, but, when they explained to me how that money was being spent, and let me know that it was total 100 percent funding of all bilingual programs, and how proud they were, I became somewhat shocked, because I was fully aware at that time that, when they were talking about covering 10,000 children in Chicago bilingually, that they were also talking about alleviating the citizens of Chicago from their tax burden for those children, and therefore removing the $900 per pupil cost times 10,000 children from the citizens of Chicago, shifting that responsibility to the State government and therefore having that many extra dollars, perhaps $900,000, to share among their other students.

These types of examples made me conclude that the responsibility of funding should never really be moved from the local tax base, unless we are really fully adequately prepared to take on a national responsibility, which I do not think we are going to do.

The point being, Senator Cranston, that unless we start putting some emphasis, as you have in your act, on some State leadership, on some State staffs, in the office of instruction or the office of education, and really started beefing up the staff in that department to get the conscious raising attitudes in each and every State, you know, that we are not going to move rapidly in the field of bilingual education, especially in the high density States. We have got to beef up those departments.

I want to talk for a moment about some of the other problems that have come up today. You have talked about the question of satisfying many languages in bilingual education. I do not see that as a great problem. I do not see the fact that we have 250 Indian languages to deal with and many more non-English languages to deal with—I will not say foreign language, they are not foreign, they are American languages—as a major problem.

I think the problem lies in State and local government and Federal Government commitments to totally educate the American people.

To totally educate the American people means to educate the child where he is when he comes to you. That is what bilingualism, biculturalism is all about.

The added ingredient for the non-English speaking is the retention of the language. There is nothing terribly wrong with that; in fact, everyone in this room who chose the academic path of success was told they had better get it together with a second language, and they were told in college if they were going to get their Ph. D.'s to get it together with a second language, because in this country that is one way we separate the "intelligent" from the "nonintelligent."

That is kind of ironic when the problem we are talking about today is how do we stop people from removing that second language from the child when he comes into our public education system.

It seems to me that in talking about certain things like national surveys that you are concerned with in your bill, we seem to produce mind-boggling dilemmas, and they are really not mind-boggling; they are really questions of will. They become questions of people's will to get something done.

That is the magic ingredient of course, and I do not have the answer here today on how do we make people want to educate all the children in America to the best of their ability. That is not the conditions that we are presented with in our States today. We in Massachusetts with our mandatory legislation cannot get our rascist school system—the Boston school system—to enforce the State law. We are going to have to go into court.

They have just recently won a case on racial imbalance that our Supreme Judicial Court has ruled on. Boston is still one of the most segregated systems in terms of this Nation, and I am including the South.

When the will is not there, Senator Cranston and Senator Kennedy and the other members of this committee, we are going to have to look past the title VII legislation. We are going to have to ask the staff to start examining legal ways that we can guaranty these rights for all children.

Senator Kennedy started asking some relevant questions to the U.S. Civil Rights people. I am on the Massachusetts SAC. We dealt with this question 4 years ago, and we published a report about the problems of bilingual education and the problems of the minorities in the school system. We came up with some suggestions but not answers.

At some point the courts are going to have to rule or our great legislators in this country are going to have to rule that it is in fact the right, just like public accommodation became a right, that every child be educated using the bilingual instrument so that he in fact can compete in an English school system.

Again people were before you today and they will come again. It is not our intention to become a multilingual Nation. We are that already. We do not need schools to do that, and it is not our intention to remove English as the primary language of this country, although I do not see that as a terribly threatening thing. But perhaps that is because I have two languages; but it is our intention to guarantee those children the best education possible.

We have found a tool. We have to have that tool effectively implemented in every State. We think in Massachusetts that we have a model that is not problem-free, and we offered that to many people, and we continue to offer that, and we will offer our services continually to you, to Senator Kennedy and the staff, to try to get this to be a national model.

Again I am happy to see S. 2552 and S. 2553 in print. I am in principle clearly endorsing them. Our State committee in principle endorses this, but I think we have just seen the tip of the iceberg, and we have a lot more work to do.

Senator Cranston. Thank you very much.

Our next panel is on "Research and Development, Evaluation, and Testing for Bilingual Education." The panel members are Dr. Adalberto Guerrero, assistant dean of students, University of Arizona; John Correiro, director, title VII program, Fall River, Mass.; and Dr. Albar A. Peña, director, Division of Bilingual-Bicultural Education, University of Texas.

We are delighted to have you with us. Please proceed, and if you can help us by summarizing, we would appreciate it. We will put your full statements in the record at the conclusion of your testimony.

STATEMENT OF ADALBERTO GUERRERO, ASSISTANT DEAN OF STUDENTS, UNIVERSITY OF ARIZONA; JOHN CORREIRO, DIRECTOR, TITLE VII PROGRAM, FALL RIVER, MASS.; AND DR. ALBAR A. PEÑA, DIRECTOR, DIVISION OF BILINGUAL-BICULTURAL EDUCATION, UNIVERSITY OF TEXAS, A PANEL

Mr. Guerrero. I am Adalberto Guerrero, assistant dean of students at the University of Arizona. I would like to speak on behalf of the culturally and linguistically different students, including preschools, elementary, secondary, adult, and higher education levels. I would like to speak in support of Senate bills 2552 and 2553. I am going to try to be very brief, Senator Cranston.

Senator Cranston. Thank you.

Mr. Guerrero. I am very proud to be here again because I have the honor of also having testified on behalf of the original title VII bill and before the late revered Senator Kennedy.

I wish to address myself especially to the area of research included in both bills. I am not going to speak about all the recommendations that I would like to include. I have submitted a written statement which I will expand in 2 or 3 days.

Senator Cranston. Fine.

Mr. Guerrero. I would like to reaffirm what other speakers have implied: That extensive research is needed in many, many areas. The areas that I would like to speak about are the areas concerned with oral tradition, oral history, and language.

The oral tradition about which I am speaking includes stories, riddles, cradle songs, children's games, rhymes, ballads, and even what is in Spanish called "picardias." It is an oral tradition found throughout our entire country. Even though I may refer only to Spanish, it includes all the languages, all the ethnic groups, all cultures.

Each area and region, each ethnic, cultural, and linguistic group in our country has its own manifestations; each like an individual piece of a large mosaic which contributes to the greatness and beauty of our country.

I have submitted for the record a number of examples of this oral tradition in Spanish. These materials can be important teaching tools at all levels and are valuable also in inculcating a positive self-image in culturally and linguistically different students of all levels.

I have submitted the samples because I should like to have them included in the Congressional Record because they are beautiful illustrations of what I believe should be conserved for our country's posterity as well as for their present value in bilingual programs. These materials must be compiling, by published, disseminated and also stored as all valuable documents are stored.

Extensive research projects should be carried out also in the field of history. We all know that traditionally textbooks present history from the point of view of a very few people. Recently, we have seen our young people demanding to have other perspectives to history. Chicano history, black history; history presented, as they say, "as it really was."

However, this should not be a concern only of our youth. Rather, it should be a universal concern. It should be a universal concern and effort to recognize the many facets of our Nation's history seen from the perspectives of all participants in its development.

I bring this out because I have read the bills and they do call for research. I am stressing the fact that special funds should be allocated for research of this type.

An enormous amount of work remains to be done in this area. Dr. Henry Acuña, along with other Chicano historians, has begun the task of writing our history from the perspective of the Chicano. Oral history, found in all ambients, must be collected and recorded, for it forms a most important contribution to the resources with which historians will work.

A special concern of ours now is that the oral tradition I spoke of and for which I submitted examples, and oral history are threatened with extinction as the elders who have this wealth of information are gradually disappearing. For this reason I urge research projects which have as objectives the compilation of these materials be instituted immediately.

This all ties up with the matter of teaching preparation. If we are going to prepare our teachers adequately, we must have this information that we can relate to them so they in turn can be more effective in bilingual education programs.

Perhaps the area of greatest importance regarding research is in the field of language, language teaching, and language learning at all levels. Although bilingual education is now accepted as an approach in which two languages are used as mediums of instruction, one of which is English and the other the mother language of the student, too often teachers have little knowledge of the true language of the students with all the subtleties in intonation, lexicon, and syntax that intermingling with other languages and cultures have produced.

In regard to the three areas of research which I have spoken above, I want to stress that research must be a continuing nature. Its intrinsic value to bilingual education is evident. But in addition, it must be recognized that it is equally important as a body of knowledge which is worthy of preserving as are the most valuable documents kept in our National Archives, because they reflect the beliefs, the dreams, the history, and priceless cultural manifestation of an important and often ignored segment of our country.

The 200th anniversary of our country is rapidly approaching. What better way of celebrating our Bicentennial and paying homage to the greatness of our country than by recognizing the existence of and cherishing the oral tradition, the diverse historical perspectives and the multilingual contributions of all its citizens.

Mr. Pepe Barron, director of the Office of Spanish-Speaking Fomento, AACJC, is already leading the way in instigating research in these three areas. He has been active in many other fields of bilingual education which through his efforts, particularly, and those of the American Association of Community and Junior Colleges is becoming a reality in the community and junior college level throughout the country.

[Information subsequently supplied for the record by Mr. Guerrero follows:]

"Naranja dulce"

Unlimited number of players.

The children hold hands forming a circle, in the center of which is placed one of the players. The circle goes around at the same time that all sing the following verses:

Naranja dulce

limón partido.

Dame un abrazo

por Dios te pido.

Si fueran falsos

mis juramentos

en otros tiempos

se olvidarán.

When the group sings "Dame un abrazo..." the child in the center of the circle embraces whomever he likes from among the other children, who in turn goes into the center of the circle. The child who was originally in the circle leaves the circle at the end of the second verse.

At that same moment the circle stops going around and all clap their hands rhythmically to the music as the following verses are sung:

Toca la marcha,

mi pecho llora,

adiós, senora,

yo ya me voy.

A mi casita

de sololoy;

compro manzanas

yo no te doy.

The game continues following these same steps (until the patience of the teacher is exhausted).

"La viudita"

Unlimited number of players.

The children hold hands forming a circle. One of the little girls will play the part of "la viudita" and will be placed in the center of the circle. The circle goes around at the same time the following verses are sung:

Yo soy la viudita
de Santa Ysabel
Me quiero casar
y no hallo con quién.

Mi madre lo supo
qué palos me dio
¡Mal haya sea el hombre!
que me enamoró!

El mozo del cura
me mandó un papel
y yo le mando otro
con Santa Ysabel.

When the group sings: "qué palos me dio..." the children strike the "viudita" with the palm of their hands. The circle comes to a stop and the child who plays the part of la viudita sings the following verses as she point to each of the players finally choosing one of them with whom to marry:

Me gusta la leche
me gusta el café;
pero más me gustan
los ojos de usted.

Contigo sí,
contigo no;
contigo, mi vida,
me casaré yo.

Me gusta el cigarro
Me gusta el tabaco;
pero más me gustan
los ojos del gato.

The little girl to whom the "viudita" points at the last syllable plays the part of "la viudita" the following game.

"Agua te"

Unlimited number of players. The children are divided into two groups. The children form two lines and holding hands face each other at a distance of from five to six yards, more or less.

The game starts when the first line, singing the first verse, advances four paces and then steps back four paces staying in rhythm with the music. This is done twice:

Agua té, matarile, rile, rile.
Agua té, matarile, rile, ro.

It stops in its place, and the second line, moving in the same manner, answers singing the following verse:

¿Qué quiere usted? matarile, rile, rile.
¿Qué quiere usted? matarile, rile, ro.

Thus they alternate as they sing, with the respective steps forward and backward.

1st line: Agua té, matarile, rile, rile.
Agua té, matarile, rile, ro.

2nd line: Qué quiere usted, matarile, rile, rile?
Qué quiere usted, matarile, rile, ro.

1st line: Quiero un paje, matarile, rile, rile.
Quiero un paje, matarile, rile, ro.

2nd line: Escójalo usted, matarile, rile, rile.
Escójalo usted, matarile, rile, ro.

1st line: Escojo a ________, matarile, rile, rile. (etc.)

2nd line: ¿Qué nombre le pondremos, matarile, rile, rile? (etc.)

1st line: Le pondremos mataperros, matarile, rile, rile (etc.)

2nd line: Ese nombre si le gusta, matarile, rile, rile. (etc.)

They continue suggesting names until one is found acceptable:

2nd line: Ese nombre sí le gusta, matarile, rile, rile. (etc.)

All : Celebremos todos juntos, matarile, rile, rile. (etc.)

Everyone joins hands forming a circle which goes around as they sing the last verse.

Any number of names can be used: lava platos, barredor, carpintero, cocinero, muñequita, reina de las flores, barba azul, príncipe azul...

"La muñeca"

Unlimited number of players. In this game generally only little girls play. The children hold hands and form a circle which goes around as they sing the following verses. They jump when they sing:

"Brinca la tablita" and "Bríncala otra vez..."

When they sing: "Dos y dos son cuatro, etc.," the circle comes to a stop and they hold up their fingers according to the numbers they say.

Tengo un muñeca
vestida de azul,
zapatitos blancos
delantal de tul.

La saqué a la calle
se me constipó;
la metí en la cama
con mucho dolor.

Esta mañanita
me dijo el doctor,
que le dé jarabe
con un tenedor.

Brinca la tablita,
yo ya la brinque.
Bríncala otra vez,
que yo ya me canse.

Dos y dos son cuatro,
cuatro y dos son seis;
seis y dos son ocho,
y ocho dieciseis,

Y ocho veinticuatro,
Y ocho treintaidós;
Ya verás, muneca,
si te curo yo.

"La huerfanita"

Unlimited number of players. The children hold hands and form a circle, in the center of which one of the players is placed.

The circle goes around as the children sing the following verses:

Pobrecita huerfanita,
sin su padre, sin su madre;
la echaremos a la calle
a llorar su desventura.

As they finish singing this first verse, the players force the "huerfanita" out of the circle shouting:

"huérfana, huérfana."

The "huerfanita" comes back into the circle and kneels in front of another player she has selected. She sings the second verse:

Cuando yo tenía mis padres,
me vestían de oro y plata;
ahora que ya no los tengo,
me visten de hojadelata.

"Adivinanzas, rimas, juegos y cuentos"

These simple riddles can serve to help recall others or as a stimulus for children to make their own.

Fui a la plaza,
compre de ella:
vine a mi casa
y llore con ella.

¿Qué es aquello
que colgado en la pared
da sin tener manos
y anda sin tener pies?

Siempre quietas,
siempre inquietas,
durmiendo de día
de noche despiertas.

A Spanish equivalent of "button, button" is:

El florón está en las manos,
y en las manos se ha de hallar.
Adivinen quién lo tiene
o se queda de plantón.

Vowel sounds, as well as proper formulas for giving one's name and age in Spanish, can be taught through this short rhyme:

A, e, i, o, u, arbolito de Pirú - little tree of Pirú
dime el nombre que llevas tú. - tell me your name

A, e, i, o, u, arbolito de Pirú - little tree of Pirú
dime cuantos anos tienes tú. - tell me how old you are.

Parts of the face can be learned with "Mi carita" as the teacher points to the mouth, the nose, etc.:

"Mi carita"

Una boquita para comer - a little mouth for eating
una naricita para oler - a little nose for smelling
dos ojitos para ver - two little eyes for seeing
dos oídos para oir - two ears for hearing
y la cabecita para dormir - and your little head for sleeping

One of many Spanish equivalents of "This little piggy went to market":

"Los cochinitos"

Éste compró un huevo - This one bought an egg
éste encendió el fuego - this one turned on the fire
éste trajo la sal - this one brought the salt
éste lo guisó - this one fried it
y este picaro gordo - and this fat rascal
se lo comió. - ate it all up.

Similar to "Teensey weensey spider" are the two following rhymes:

"La araña pirulina"

La araña pirulina
por la pared se subió
y mi tía Catalina
con la escoba la barrió.

"Al subir una montaña"

Al subir una montaña
una pulga me picó,
la cogí de las narices
pero se me escapó.

"Rimas, poesias y un cuento"

I

Como estrellitas
son las niñitas;
son tan hermosas
como las rosas.

II

Ya no voy al campo
a cortar las flores,
porque Martinito
me trata de amores.

Ya me cierra un ojo,
me aprieta la mano;
¡Ay que Martinito,
tan enamorado!

III

Jesús me dio una rosa;
Isabel me dio un clavel.
Toma, Jesús, tu rosa,
yo me iré con Isabel.

IV

Papá, mamá,
me quiero casar
con un pajarito
que sepa bailar.

V

Estas manitas
son chiquititas
y traviesitas.
¡Ta-ron-ton-ton!

"Canta arroyito"

De las montañas
baja el arroyo;
viene cantando
su canto de oro.

Las palomitas
beben sus aguas
y los jilgueros
en el se banan.

Canta arroyito
de mis montanas
que yo te beso
cada mañana.

"La botella de vino"

I

Ésta es la botella de vino
que guaria en su casa el vecino.

II

Éste es el tapon de tapar
la botella de vino
que guarda en su casa el vecino.

III

Éste es el cordón de liar
el tapon de tapar
la botella de vino
que guarda en su casa el vecino.

IV

Ésta es la tijera de cortar
el cordón de liar
el tapón de tapar
la botella de vino
que guarda en su casa el
vecino.

V

Y éste es el boracho ladrón
que corta el cordón
que suelta el tapón
que empina el porrón
y se bebe el vino
que guarda en su casa
el vecino.

"El pájaro de nieve"

El niño hizo un pajarito con un poco de nieve que había en la ventana. Le puso un pico y dos patitas y dos alas y una colita muy pequeña. Quedó hecho una perciosidad.

La mamá llamó al niño, y el niño dejó a su pajarito junto a la estufa para que no se enfriara, porque hacía mucho frío y estaba nieva que te nevarán.

Y cuando volvió a su cuarto de jugar, ¿sabes lo que encontró? Pues un charquito de agua. Porque el pajarito estaba hecho de nieve y la nieve se había derretido con el calor.

Y así se acaba el cuento del pajarito de nieve.

"Rimitas y jueguitos infantiles"

There are many nonsense rhymes and games with which Spanish speaking students of all ages are familiar. Some, like those following, they have heard in their infancy and are used with very young children to provoke laughter by tickling them in the neck :

Aquí viene el sol
comiendo su caracol
y echando las cáscaras
a su labor.

Aquí viene la estrella
comiendo su brea
y echando las cáscaras
a su botella.

Aquí viene la luna
comiendo su tuna
y echando las cáscaras
a la laguna.

Luna, luna,
dame una tuna;
porque la que me diste ayer
se me cayó a la laguna.

Luna, luna,
dame otro queso;
el que me diste ayer
se me atoró en el pescuezo.

To keep children quiet for a few minutes, mothers often revert to:

"Mañana domingo"

Mañana domingo
se casa Benito
con un pajarito
que canta bonito.
-¿Quién es la madrina?
-Doña Catalina.
-¿Quién es el padrino?
-Don Juan Botijón.
-El que hable primero
se queda bocón.

"Reque reque ran"

The mother places her child on her knees, facing her. She rocks him rhythmically back and forth as she says the following verses:

Reque reque ran
los maderos de San Juan
piden pan y no les dan;
piden queso y les dan un hueso
y se les atora en el pescuezo.

Aserrín, aserrán,
los maderos de San Juan
piden pan y no les dan;
piden queso y les dan un hueso,
y se sientan a llorar a la orilla de
un zaguá

To express joy when it rains:

Allá viene el agua por la lomita,
y ahora se moja mi tía Juanita.

Allá viene el agua por los cerritos,
y ahora se mojan mis hermanitos.

Ahí viene el agua por la cañada
que se me moja la caballada.

Ahí viene el agua por los cerritos
que se me mojan mis becerritos.

"Poesias"

"Mi casita"

¡Cuánto quiero a mi casita
y qué feliz soy en ella!
Es muy limpia, muy chiquita
es muy tranquila y muy bella.

Está rojo su techito,
la fachada es amarilla;
un comedor muy chiquito
y la sala muy sencilla.

Un dormitiorio precioso,
desde ahí yo puedo ver
el lago, profundo, hermoso,
una granja y un vergel.

¡Qué linda es mi casita!
Ahi yo quiero llevar
a la nina pobrecita
un buen día a merendar.

Y que tome leche fresca;
quiero que tenga alegría
y que brinque y que se meza
y que goce, y que se ría.
por A.L. Jáuregui

"Risa infantil"

La niña jugaba
jugaba en el mar;
piesitos de nácar
piesitos de azahar.

La niña cantaba,
cantaba en el mar;
con trinos de alondra
de plata y cristal.

La niña reía
reía en el mar;
y el mar se reía
con dicha sin par.
Teatro escolar mexicano
por A.L. Jáuregui

"Poesias"

"Meciendo"

El mar sus millares de olas
mece, divino.
Oyendo a los mares amantes,
mezo a mi niño.

El viento errabundo en la noche
mece los trigos.
Oyendo a los vientos amantes,
mezo a mi niño.

Dios Padre sus miles de mundos
mece sin ruido.
Sintiendo su mano en la sombra
mezo a mi niño.

de Gabriela Mistral

"El sueño"

Tres cabezas de oro y una
donde ha nevado la luna.

-Otro cuento más, abuela,
que mañana no hay escuela.

Pues señor, éste era el caso...

(Las tres cabezas hermanas cayeron
como manzanas maduras, en el
regazo.)

de Rafael Alberto Arrieta

"El pajarito"

-¿Qué tienes ahí?
-Un pajarito.
-¿Con qué lo mantienes?
-Con pan y quesito.
-¿Lo mataremos?
-¡Ay, no, pobrecito!

"A Margarita Debayle"

Margarita, está linda la mar,
y el viento
lleva esencia sutil de azahar;
yo siento
en el alma una alondra cantar;
tu acento.
Margarita, te voy a contar
un cuento.

Éste era un rey que tenía
un palacio de diamantes,
una tienda hecha del día
y un rebaño de elefantes,

un kiosko de malaquita,
un gran manto de tisú,
y una gentil princesita,
tan bonita,
Margarita,
tan bonita como tú.

Una tarde la princesa
vio una estrella aparecer;
la princesa era traviesa
y la quiso ir a coger.

La quería para hacerla
decorar un prendedor,
con un verso y una perla,
y una pluma y una flor.

Las princesas primorosas
se parecen mucho a ti:
cortan lirios, cortan rosas,
cortan astros. Son así.

Pues se fue la niña bella,
bajo el cielo y sobre el mar,
a cortar la blanca estrella
que la hacía suspirar.

Y siguió camino arriba,
por la luna y más allá;
mas lo malo es que ella iba
sin permiso del papá.

Cuando estuvo ya de vuelta
de los parques del Señor,
se miraba toda envuelta
en un dulce resplandor.

Y el rey dijo: ¿Qué te has hecho?
Te he buscado y no te hallé:
¿y qué tienes en el pecho, que encendido se te ve?

La princesa no mentía.
Y así, dijo la verdad:
"Fui a cortar la estrella mía
a la azul inmensidad."

Y el rey clama: "¿No te he dicho
que el azul no hay que tocar?
¡Qué locura! Qué capricho!
El Señor se va a enojar."

Y dice ella: "No hubo intento;
yo me fui no sé por qué;
por las olas y en el viento
fui a la estrella y la corté."

Y el papá dice enojado:
"Un castigo has de tener:
vuelve al cielo y lo robado
vas ahora a devolver."

La princesa se entristece
por su dulce flor de luz,
cuando entonces aparece
sonriendo el buen Jesús.

Y así dice: "En mis campiñas
esa rosa le ofrecí:
son mis flores de las niñas
que al soñar piensan en mí."

Viste el rey ropas brillantes,
y luego hace desfilar
cuatrocientos elefantes
a la orilla de la mar.

La princesita está bella,
pues ya tiene el prendedor
en que lucen con la estrella,
verso, perla, pluma y flor.

Margarita, está linda la mar,
y el viento
lleva esencia sutil de azahar:
tu aliento.

Ya que lejos de mí vas a estar,
guarda, niña, un gentil pensamiento
al que un día te quiso contar
un cuento.

Poema de otoño
Ruben Darío

"Romance del amor más poderoso
que la muerte"

   Conde Niño por amores
es niño y pasó la mar;
va a dar agua a su caballo
la mañana de San Juan.
Mientras el caballo bebe
el canta dulce cantar;
todas las aves del cielo
se paraban a escuchar,
caminante que camina
olvida su caminar,
navegante que navega
la nave vuelve hacia allá.
   La reina estaba labrando,
la hija durmiendo está.
-Levántate, Albañina,
de vuestro dulce folgar,
sentiréis cantar hermoso
la sirenita del mar.
-No es la sirenita, madre,
la de tan bello cantar,
sino es el Conde Niño
que por mí quiere finar.
¡Quién le pudiese valer
en su tan triste penar!
-Si por tus amores pena,
¡Oh, malhaya su cantar!
y porque nunca los goce
yo le mandaré matar.
-Si le manda matar, madre,
juntos no han de enterrar.
El murió a la medianoche,
ella a los gallos cantar;
a ella como hija de reyes
la entierran en el altar,
a él como hijo de conde
unos pasos más atrás.
De ella nacio un rosal blanco,
del nacio un espino albar;
crece el uno, crece el otro,
los dos se van a juntar;
las ramitas que se alcanzan
fuertes abrazos se dan,
y las que no se alcanzaban
no dejan de suspirar.
La reina, llena de envidia,
ambos los mandó cortar;
el galán que los cortaba
no cesaba de llorar.
De ella naciera una garza,
de él un fuerte gavilán,
juntos vuelan por el cielo,
juntos vuelan par a par.

"Romance de Delgadina"

Levántate, Delgadina
ponte tu falda de seda;
porque nos vamos a misa
a la ciudad de Morelia.

Cuando salieron de misa
su papá le platicaba;
-Delgadina, hija mía,
yo te quiero para dama.

-No lo quiero Dios del Cielo
ni la Virgen soberana,
que es ofensa para Dios
y perdición de mi alma.

-Júntense mis once criados
y enciérrenme a Delgadina,
remachen bien los candados,
que no oiga su voz ladina.

-Mamacita de mi vida
un favor te pediré:
que me des un vaso de agua
que ya me muero de sed.

-Papacito de mi vida
un favor te estoy pidiendo:
que me des un vaso de agua
que de sed me estoy muriendo.

-Júntense mis once criados
llévenle agua a Delgadina,
en plato sobredorado
vaso de cristal de China.

Júntanse los once criados,
Delgadina la hallan muerta;
tenía los ojos cerrados,
tenía su boquita abierta.

La cama de Delgadina
de ángeles está rodeada:
la cama del rey su padre
de demonios apretada.

Delgadina está en el cielo
dándole cuenta al Creador
y su padre en el infierno
con el demonio mayor.

MULTILINGUAL
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Multilingual Assessment Project
Stockton Unified School District
Stockton, California

SOME CRITICAL NOTES ON USING IQ TESTS FOR MINORITY CHILDREN

AND

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Traditional tests of intelligence are inappropriate for minority children, particularly children of non-English speaking backgrounds. Such diverse groups as the National Education Association, popular press, courts, civil rights organizations, state and federal agencies and school psychologists have all pointed to the failure of the test publishing industry to fully consider the cultural and linguistic differences of minority children when constructing, publishing and selling tests.

Publishers have responded to this criticism by:

1) translating existing intelligence tests for non-English speaking children;
2) adjusting norms for ethnic sub-groups;
3) attempting to construct culture-free tests.

There are distinct problems with each of these approaches. In addition, there are problems concerning the basic validity and utility of information produced by IQ tests. A discussion of the inadequacy of the response of test publishers and a presentation of several other issues follows.

TRANSLATIONS

Translating existing intelligence tests for non-English speaking children often creates more problems than it solves. Regional differences within a language make it almost impossible to use a single translation. Thus, while the word "toston" refers to a quarter or half dollar for a Chicano child, for a Puerto Rican it refers to a squashed section of a fried banana. Mono-lingual translations are also inappropriate because the language familiar to non-English speaking children is often a combination of two languages as in the case of "pocho" or "tex-mex". Furthermore, many non-English speaking children have never learned to read in their spoken language. One finds many examples of tests written in Spanish being given to Chicano children who may speak Spanish but have had no prior instruction in reading Spanish.

Another problem in translating tests is that the direct translation of a word or phrase in one language may result in a word which is not used with the same frequency or have the same potency in the second language. For example, the word pet is a common word in English. Its Spanish equivalent, animal domestico, is almost never used. Also, translating a word from one language to another can vastly alter its meaning. like the wide variety of seemingly harmless English words which translate into Spanish swear words or "palabras verdes". Thus, translating a large egg into a "huevon" may satisfy grammatical requirements and seem harmless to a translator, but it has a more earthy connotation for Chicanos and Puerto Ricans.

ETHNIC NORMS

The second major response of the testing industry to criticism has been to establish or propose re-establishment of regional and ethnic norms; in other words, to "compensate" minority children for their "deprived backgrounds". Not only will such a practice lead to lower expectations for minorities (which, in turn, lowers children's aspirations to succeed), it is as shortsighted as awarding Chicano children extra points because "they speak a little Spanish." Ethnic norms take no account of the complex reasons why minority children on average score lower than Anglos on IQ, and they are potentially dangerous because they provide a basis for invidious comparisons between different racial groups. The tendency is to assume that lower scores are ultimately indicative of lower potential, thereby contributing to the self-fulfilling prophecy of lower expectations for minorities as well as reinforcing the genetic inferiority argument advanced by Jensen (1971) and others.

Furthermore, if test publishers and users are willing to consider the establishment of ethnic norms, similar arguments could be made for the establishment of norms based on sex differences as well. Considering sex and ethnicity would require an almost infinite set of different norm tables in order to account for all of the different ethnic subgroups in the United States. From the practical point alone this leads to an absurdity. Finally, the establishment of ethnic norms assumes that the groups are ethnically homogeneous with little or no cross-over or intermarriage. One might wonder what publishers would propose to do with a set of male/female twins who had a Mexican father and a Hungarian mother?

CULTURE-FREE TESTS

Another way in which the testing industry has responded to criticism of conventional IQ tests has been to create"culture-free" tests. Such tests are difficult, if not impossible, to construct. In tests of mental ability an attempt is made to determine the ability of a child to manipulate certain elements of a problem into a predetermined solution. But if all or some of the elements are not equally familiar to the child, the test is unfairly biased. The influence of culture on conventional IQ test items is subtle in some cases, blatant in others. But the fact remains that in a large number of traditional IQ tests, the items are measuring something other than that for which they were designed. Items particularly influenced by cultural factors fall into the following general classifications:

Socialization. Items of this type are couched in such a way as to actually be measures of the child's family value system. The referent system is, of course, the dominant Anglo-American middleclass. The confounding effects of this problem are particularly evident in the "Comprehension" scale of the Weschler Intelligence Scale for Children (WISC) where children were asked such questions as:

> "What is the thing to do if you lose one of your friend's balls? or "What is the thing to do if a fellow much smaller than yourself starts a fight?"

Allowing for the stilted manner in which the questions are phrased and assuming that the child knows all of the vocabulary, it still seems perfectly obvious that this type of question has little or nothing to do with a child's ability to process, manipulate and/or code information; the answers depend almost exclusively on whether a child has been socialized under the particular ethical system implied by the question.

Productivity or Level of Aspiration. Many tests confound what they hope to measure with a measure of productivity or level of aspiration. For example, in a large number of tests the child who produces the largest number of responses is rewarded while the child who stops responding after only a few attempts is punished by receiving a lower score. Thus, in the Draw-A-Man test the child who produces the more elaborate figure stands the better chance of receiving the higher score, the assumption being that all subjects will produce as many responses as they are able--that they all have the same level of aspiration.

Timed tests and "endurance" tests also fall prey to a confusion between the measurement of ability and the measurement of aspiration. In timed tests, which constitute the majority of published group tests, the children are asked to work quickly, quietly and efficiently without regard for the child who is simply not in a hurry and not particularly motivated to be so. The endurance test, for the purpose of boosting statistical reliability, requires that the child answer a large number of questions which vary little in content. This problem is particularly evident in group tests such as the Lorge-Thorndike and the California Test Bureau series. Similar to the "endurance" test is the test where items are sequenced in order of increasing difficulty. This design feature characterizes most of the standardized tests. In this situation the child is forced--by design--to encounter increasing levels of failure and frustration. In the case of the child who starts out fearfully, as do most minority children, the first indication of failure or difficulty is enough to discourage him or her from continuing and one finds the child "staring blankly off into space".

Experience or Specific Learning. In tests which require answers of fact, there is an implicit assumption that all the children taking the test will have had an even chance, more or less, of having been exposed to the facts being tested. The spuriousness of this assumption is witnessed by any number of examples where children are asked questions of vocabulary. In such instances, it is impossible to determine whether a minority child has missed a test item because he lacks the capacity to understand a given word or because he simply has never been exposed to the word. Nitroglycerin (in the WISC), fire hydrant (in the Betty Caldwell Preschool Inventory and Peabody Picture Vocabulary Test) or crevice (in the Otis-Lennon) are terms unlikely to be heard or used in the home of the average low SES or minority child.

The WISC, perhaps the most widely-used individually-administered intelligence test in the world, is replete with examples of the importance of specific experience on test results. Take the WISC "General Information" item, "In what kind of store do we buy sugar?" If a child lives in an Indian reservation, he might buy his sugar in a drug store or at a trading post. A Chicano child might reply to that question, "at the Chinitos", a small variety shop owned by a Chinese family. Yet these are not acceptable responses for credit in the WISC. Consider another WISC item, "Where is Chile?" What if a child eats chile, as a Chicano child might. Or consider the item, "What is the thing to do if you lose one of your friend's balls?" The acceptable WISC responses are "Give him one of mine. . .try to get it back or replace it. . .or try to find it." A probable reaction of a Barrio or inner city child (depending on the size of the other child) would be avoidance, to escape the child's anger. That is not to say that these kinds of experience-based items are only found in the WISC scale. They are examples of these kinds of biases found in almost all tests of intelligence.

THE VALIDITY AND UTILITY OF THE IQ SCORE

The basic justification behind the use of the IQ score is that it statistically predicts to mental retardation and low achievement. In fact, the IQ test is the sine quo non for screening children suspected of mental retardation. Mercer (1971) found that of those persons who would have been labelled as mentally retarded if their classification depended solely on test scores, a full 84% had completed 8 grades or more in school, 83% had held a job, 80% were financially independent or a housewife, and almost 100% were able to do their own shopping and to travel alone. In other words, it is probable that even at the task for which experts agree the IQ test is best suited--screening for mental retardation--the IQ measure has a dubious real life validity.

The IQ test is also considered by many educators and politicians to be a useful instrument for teachers--for discovering unnoticed learning problems or intellectual strengths, for example. Indeed, many states mandate that districts administer IQ tests several times in a child's succession through the school system. But does the result really help the teacher? Let us take a typical example. A teacher suspects a child of having a severe learning disability. She asks the school or district psychologist to test the child. The psychologist gives the child the WISC in which he scores, let us say, an IQ of 87. This psychologist happens to be extremely conscientious, so he devotes the next few days to writing up an extensive report of his impressions of the child's performance and potential. The child comes from a poor background, the psychologist writes. He has many sibs and is low in the hierarchy with regard to getting attention. After much reviewing the child's school file and his own notes, the psychologist writes a report and hands it to the teacher. The teacher responds in surprise, "But I knew all that. What I want to know is what to do; how can I teach this child." Thus, in most cases neither the psychologist nor the teacher are any wiser despite considerable time and expense administering and evaluating the IQ test. In this situation the psychologist often finds him or herself in the middle of the delicate quasi political-social balance between the classroom teacher, the principal, the district administration, the child and his family.

While few psychologists would agree with the notion that educational decisions affecting the life of the child should be made exclusively on the basis of a single full scale IQ score, the fact nevertheless remains that these decisions are made by educators who, through personal fiat supported by state mandate, ignore both the individual sub-scale profiles as well as psychologists' admonitions, simply for the sake of practical expediency. The results is, of course, a form of default institutional racism.

INFORMATIONAL NEEDS WITHIN THE EDUCATIONAL SYSTEM AND THE IQ TESTS

Much of the controversy surrounding IQ tests and minority children focuses on whether the IQ model is a valid one. A more practical, and less abstract issue which needs to be answered concerns the general utility of the information produced by the test, i.e., what can one do with the information provided by such a test? In order to answer this question we must consider who is asking the question and for what purpose. It should be apparent that there are qualitiative differences concerning the type of information needed within the educational system. These differences depend on the source of the need. To a large extent, much of the confusion surrounding the issue of whether to test stems from a failure to consider these differences. A consideration of the qualitiative difference between these different needs will hopefully lend some clarity to the general controversy as well as serve to introduce a procedure that attempts to meet some of the specific needs of each.

There are three general levels of organization within the educational system that require information traditionally obtained through IQ testing. These three may be described as (1) the funding level which involves educational agencies supra-ordinate to the local school districts; (2) the local level which consists of both district personnel and building-principals and finally; (3) the classroom teacher, paraprofessional and parent. Whether or not the IQ score information can serve any ultimate useful function will depend on the particular and peculiar needs of each of these three groups. It is unfortunate that historically all three attempt to use the IQ score for radically different and often conflicting purposes.

Consider first the supra-ordinate funding agencies such as state and federal departments of education. For purposes of determining the allocation of funds, these agencies require information concerning educational and program needs at the school district level. While one source of information they generally use are IQ measures, one wonders whether the information produced by IQ tests adds anything of value to needs assessment. More appropriate "needs assessment" procedures, it would seem, would be restricted to the assessment of whether specific educational programs in areas of reading, arithmetic or the like are needed rather than attempting to infer specific need from omnibus assessments based on so poorly understood a concept as IQ.

The supra-ordinate agencies have a second related informational need. In contrast to needs assessments which very often can be conducted through examinations of school attendance records, age-grade placement patterns and achievement data in the broad sense, funding agencies need to know about the effectiveness of particular programs.

Due to "accountability" and "evaluation/audit" requirements, the agencies chiefly responsible for the allocation of funds have mandated that testing be conducted at the child level as a means of collecting information which can be used to evaluate educational programs. In actuality, program evaluations can be made through a variety of means or procedures, none of which necessarily has anything to do with IQ or summary-score types of measures discussed above. For example, a reasonable assessment of program effectiveness can be made through the collection of nominal data at various levels of school and community organizations. Thus, administrators, teachers, parents and children can be interviewed as to their perceptions of the effectiveness of the different processes of the program. On the other hand, more product-oriented assessments, at the child level, can be made according to the specific educational objective of the program. The reporting of these latter data can be made on the basis of group change scores, without reference to individual scores, eliminating the potential dangers inherent in individual scores. Finally, all of the various data can be integrated to produce a report which describes the program and weights the relative importance of each aspect of the program in recommending changes in various parts of the total operation.

It is interesting to note that there is a paradoxical element in using IQ scores to evaluate program-related change. The paradox stems from the fact that the IQ model is based on the notion that intelligence is static and hence not subject to change. What this means is that educators have been using IQ scores to evaluate change which can not occur according to the IQ model. The IQ model, which negates time or age through the division of mental age by chronological age, is by definition a static model and, therefore, inappropriate for measuring program-related change which must take place over time.

At the local level, school district personnel need information as to the needs of children and the effectiveness of individual programs in the same way as do the supra-ordinate agencies. However, needs assessments are usually conducted at the state level and school officers more often than not use the state-provided information as a statement of need, preferring not to conduct detailed expensive in-house initiated research.

Ideally, the evaluation of individual programs should center around the collection of data which follows directly from the particular program objectives and activities. However, it is often the case that instruments of evaluation have very little to do with actual programs. Rather than program-specific measures, very often IQ or nationally normed achievement tests are used. Since IQ and other such scores provide precious little in the way of information about the effectiveness of individual programs and program components, there results great confusion in interpreting program evaluations. For example, in comparison with an appropriate "control group" suppose that children who participated in a special program on arithmetic computation had received higher scores on a group IQ score than they had the year before. With this type of evaluation officials would be hard put to say exactly which aspects of the program had led to the improved IQ scores since the connection between the two remains either ill-defined or nonexistent. However, in contrast, a test (administered before and after a specific program) which sampled from each of the different aspects of the program would provide specific information on which aspects of the program led to improved scores and which did not. In other words using IQ scores to evaluate programs not specifically designed for the purpose of elevating IQ scores is a little like using a thermometer to record height changes in a given period of time.

Unfortunately, the last to be considered in the educational hierarchy is the classroom teacher and what she needs in order to assist the learner. What can the teacher do with an IQ score? The limited utility of the IQ or for that matter any other summary score whether it be reading level according to grade equivalent score, grade point average, percentile rank or the like has already been discussed. Perhaps the fact that to a large extent the tests do not provide the teacher with much usable information is historically related to the fact that psychological tests were initially developed for purposes not functionally related to the present daily needs of the classroom teacher. It is also of some interest to note that even to the present day it is not the classroom teachers who either design the format of the information produced by the testing or, select the specific test or tests which are to be used.

There is still another way in which the use of IQ scores in the classroom might be questioned. Given it is possible to avoid the problems associated with adopting tests which employ the IQ model there is a final question at the teacher-level concerning the ultimate functional use of the IQ score. If it is given that the IQ score is an accurate index of the children in a classroom, then what? What a teacher is asked to do is to discriminate between scores in designing curriculum for each and every child on the basis of information which she can not discriminate. What would a teacher do differently for a child with an IQ of 92 that she would or would not do for a child with an IQ of 100? One might agree that these two scores are functionally equivalent because they are both within the normal range (i.e., within one standard deviation of the mean). However, what about the case of a child who has an IQ score of 84 which is approximately a standard deviation below the mean and in some states considered as possibly falling into "EMR", "retarded" or "slow learner" categories? In the one case where the comparison is made between 92 and 100 there would be no difference in educational recommendation, however, in the other case where scores of 92 and 84 are compared, very different educational recommendations would be made. In both cases there is the same absolute difference in scores.

The point is that we have been basing educational decisions on IQ tests which often produce questionable results. In many cases, the same criticisms apply to achievement tests which provide collapsed scores. Functionally, what programmatic difference can the teacher infer from scores provided in grade equivalent terms. What are the different educational decisions to be drawn from reading grade equivalency scores of 3.2 versus 3.6 and 3.6 versus 4.0? In the case of both the IQ score and the collapsed achievement score, the teacher, who is ultimately the person held "accountable", is simply not being provided with enough information upon which to base sound daily educational decisions. The teacher is thus by default forced to make arbitrary decisions which in most cases can not be defended. The fact that the tests have "predictive validity" in that they forecast failure on the part of Spanish-speaking or other minorities and success for the majority only speaks to the inappropriateness of the curriculum and to the failure of the American educational system to provide education for many of its children.

PAPI: A PIAGETIAN-BASED ALTERNATIVE

In the following, a computer-based model will be described which was designed with many of the above concerns in mind. This model has been successfully tested in a variety of ways in three Southwestern and two Western states. The discussion provided below will outline the elements of the model. More substantive discussion concerning the psychometric features of the measures the model employs are subjects of several other articles currently in the journals or being prepared for publication.

The program Assessment Pupil Instruction (PAPI) system uses a number of Piagetian-based measures to generate two basic types of information by means of a centralized computer data-processing program.

The first type of information provided by the PAPI system is statistical in nature and is meant for program evaluation at the funding, administrative and district levels. The second type of information is oriented towards the needs of the teacher and consists of recommended activities specifically designed for each child in the classroom.

In its present form, PAPI uses four Piagetian-based measures developed jointly and individually by Pascual-Leone and DeAvila. Two types of measures are used. The first is used as a base measure of achievement where information is collected which follows from classroom activity. The second type of measure attempts to provide an index of the child's current level of development and involves three different tests.

In the following section, each of the four tests in the battery is described. The first to be described is the measure employed as the basic achievement index. The following three are used to provide an index of level of development. The description of the tests is followed by a more detailed description of the PAPI system.

1. CARTOON CONSERVATION SCALES (CCS)

> Several measures of Piaget's conservation tasks are assessed by means of a cartoon format developed by De Avila, Struthers and Randall (1969). In De Avila's procedure, three horizontal cartoons are presented in which two children are discussing the task. In the first frame an equality is established between two objects according to the dimension being tapped (i.e., number, length, substance, etc.). In the second frame an identity transformation is depicted and in the third frame the question of equality is asked. On the right side of the panel three possible answers are presented in a vertical order. The three alternatives which show the characters responding to the question are randomly ordered as to correctness in order to avoid position effects. Similarly, within a scale wording is altered from panel to panel in order to avoid the possible effects of acquiescence. Background on the conservation scales and an illustration of the dialogue from each scale are presented below.
>
> Struthers and De Avila (1967) and De Avila et al (1969) and others have validated the CCS procedure in a variety of ways. In one study De Avila, et

al (1969) tested thirty male and female first grade subjects using both group and individual clinical methods. Statistically significant correlations were obtained across the two methods of assessment ($r = 0.663$). The scales also possessed a high degree of internal consistency as shown by an examination of factor analytic structure and reliability indices.

In its current form the CCS consists of thirty cartoon panels; six examples of five tasks. The panels are presented to the subjects and the story line is read and elaborated upon in order to facilitate understanding of the question. The subjects task is to mark the one (alternative) "that makes the story true."

2. WATER LEVEL TASK (WLT)

The conservation of the horizontality of water described by Piaget and Inhelder (1948), and used by Smedslund (1963), Dodwell (1963), Rebelsky (1964), Beilin, Kagan and Rabinowitz (1966) and Pascual-Leone (in press). This task involves the subject being able to break perceptual set to recognize that no matter what angle a bottle placed on a flat horizontal surface is viewed from, the water level will always be parallel to the horizontal surface. A more complete description of the relative parameters of this type of task can be found in the semantic-pragmatic analysis of Pascual-Leone (in press).

A special version of Pascual-Leone's group tests developed by Pascual-Leone and De Avila is used. Subjects are presented with individual booklets which contain five horizontal or vertical two-dimensional bottles, eight two-dimensional-tilted bottles and four three-dimensional bottles, two of which are also tilted. The subject is asked to draw a line where the top of the water would be if the bottle were half full and then to place an "X" in the part that contained the water.

3. FIGURAL INTERSECTIONS TEST (FIT)

The figural intersection test is a group administered paper-and-pencil test in which subjects are required to place a dot in the intersection space of a varying number of geometrical figures. It was developed by Pascual-Leone and constitutes a figural analogue to Piaget's work on intersection of classes. In a series of unpublished studies, Pascual-Leone has shown the test to have a high degree of internal consistency (split-half reliability = .89) as well as being significantly related to tests of similar logical structure (Pascual-Leone and Smith, 1968). For example, it has shown a high correlation with the WLT described above. Combined with the WLT, and ST described below, in the present context, it is taken as an index of developmental level. This relationship has been previously found in a series of unpublished studies by Pascual-Leone and Parkinson at York University, and De Avila (1971).

4. SERIAL TASK (ST)

The serial task (De Avila, 1971) is a short term memory task which is individually administered in two phases. First, subjects are pre-exposed to the stimulus materials used in a second testing phase. In the pre-exposure or pre-training phase, each subject is shown a series of 10 different 35mm color slide transparencies of pictures depicting a donkey, house, airplane, etc. Subjects sit facing a screen situated on a wall six feet away. The 10 illustrations are presented by means of a Kodak 650 carousel slide projector. To introduce the task, each subject is shown each figure and asked to give its name and color (i.e., "a yellow hat"). Following this initial introductory phase and after the subject is able to correctly identify each figure ten times when presented in rapid random succession, the testing phase takes place.

The test phase is conducted in a "free recall" manner where, without any prior knowledge of the length of a list, the subject is asked to reproduce the list ignoring the order in which the individual items

> are presented. Subjects are shown a series of individually presented figures terminated by a blank slide, and asked to tell the experimenter what they have seen. The exposure time for each individual slide is .750 msec. There is no requirement that the sequence of the presentation be maintained, or that the subject respond within a specified period of time, or produce a predetermined number of responses. The child is simply asked to reproduce what he has seen using whatever labels are convenient.
>
> There are seven sets of figures presented to each subject. These seven sets vary as to the number of stimuli within a series. The number of figures presented within a series, as well as the individual figures, are randomly varied. Finally, each illustration is presented no more than once within a series.

The PAPI system uses these four measures to produce several types of information each of which has a particular function. First, psychometric information on each test is produced as a means of assuring that the tests used in any given case have satisfactory levels of reliability and validity. This information is of primary importance to the researcher or program evaluator as a check against various types of problems associated with test administration, sampling procedures and so on. The second type of information produced by the PAPI system can be described as developmental-normative. These data provide normative information regarding the current developmental levels of the entire sample. Moreover, these data can also be stored to serve as base-line data which can be compared across temporal (as in a pre-post design) or situational/program dimensions. In summary, these two types of information, the psychometric and the normative/developmental data, are geared to the needs of program evaluation and needs assessment at the administrative levels.

The third type of information generated by the PAPI system consists of lists of recommended classroom activities for each child tested. These activities are geared to providing children with experience in specific educational activities thought to be important in the overall educational/program objectives.

In generating the suggested classroom activities for each child, four factors are taken into account:

1) The child's achievement level with respect to the concepts measured by the CCS.
2) The child's developmental level as measured by the WLT, FIT and ST tests.
3) The achievement level of the child's referent group with respect to the concepts measured by the CCS.
4) The developmental level of the child's referent

group as measured by the WLT, FIT and ST tests.

An example of one computer printout which lists specific classroom activities is provided below. Using the four factors listed above, the following example would indicate that:

1. The child's overall developmental test profile is similar to children of the referent group who have already acquired the concept.
2. The child does not understand the concept.

It is then inferred that a specific set of activities are developmentally/educationally appropriate with respect to the concept of number as tested by the CCS. For example, this conjunction of conditions would lead to the following set of recommended classroom activities:

CONCEPT OF NUMBER

THIS CHILD DOES NOT HAVE A CONCEPT OF NUMBER, HOWEVER, HE IS READY TO LEARN. TRAIN HIM BY GOING THROUGH THIS SEQUENCE, USING CONCRETE ACTUAL OBJECTS ONLY.

A. SORTING AND CLASSIFYING OBJECTS BY
    1. COLOR
    2. TEXTURE
    3. SIZE
    4. WEIGHT
    5. NUMBER
    6. WHATEVER OTHER ATTRIBUTES YOU CAN THINK OF

B. COUNTING ACTIVITIES, SUCH THAT THE CHILD LEARNS...

    1. SEQUENCE, NUMBERS INCREASE BY ONE EACH TIME

    2. INVARIANCE

        A. PATTERN, 5 OBJECTS BUNCHED AND 5 OBJECTS IN A ROW ARE BOTH 5

        B. OBJECTS, 5 ELEPHANTS AND 5 FLIES ARE BOTH 5

    3. SYMBOLS, LEARN THE ARBITRARY NAMES OF THE NUMERALS

C. CONCEPT AND LANGUAGE OF EQUALITIES AND INEQUALITIES

    1. > . WHICH HAS MORE, IS BIGGER, IS LONGER, ETC.

    2. < . WHICH HAS LESS, IS SMALLER, IS SHORTER, ETC.

    3. = . WHICH HAS JUST AS MUCH, IS JUST AS BIG, IS JUST AS LONG, ETC.

The above is an example of what is sent directly to the teacher. It can also be sent to the home so that the parents are made fully aware of what the teacher is trying to accomplish with the child. In this way, possibly with some guidance from the teacher, the parent can participate in the child's education while supporting the teacher.

It should be noted that the PAPI system is designed so that a child's peer or referent group can be designed according to any number of nominal descriptors such as grade, sex or ethnic group. Thus far, only chronological age has been used because of the importance of the age variable in Piaget's theory. It should also be noted that, in the present description of PAPI system, the CCS is treated as an achievement test rather than as a test of development as it was originally designed. Actually, any test of achievement can be used within the system as long as it is linguistically and culturally appropriate and is constructed in such a way that it can be used to generate suggested activities.

In summary, the PAPI system can be used with any child to produce educational program data, or data for program evaluation. The purpose of the present discussion has not been to suggest that the system is in any way a complete educational package. Further development is needed in creating test procedures and in training educators, on how to use this type of system. But given the problems associated with testing, the PAPI system suggests one approach to the issue which speaks to the different needs of people within the educational community.

SUMMARY

The major thesis has been that test publishers and the users of standardized IQ and summary-score achievement tests have failed to consider the problems associated with testing the minority child. And since the results of these tests are used to determine the educational and, by extension, the economic and social future of school-age children, it behooves test publishers and the educational community to take a harder look at the minority child's cultural background. It is the authors' opinion that consideration of these issues leads to the conclusion that the problem of testing cannot be solved by attempts to recreate standardized tests for minority children which are based on old conceptions of intelligence and educational achievement. It is concluded that what is required is a radical change in the whole approach to testing and the generation of entirely different models of education and of testing. There is growing support for this conclusion (for example see McClelland, 1973). The PAPI system is just one step in an attempt to move in a new direction.

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Senator CRANSTON. Mr. Peña.

STATEMENT OF ALBAR A PEÑA, DIRECTOR, DIVISION OF BILINGUAL-BICULTURAL EDUCATION, UNIVERSITY OF TEXAS, SAN ANTONIO, TEX.

Mr. PEÑA. It is indeed for me a great honor to be here to testify on behalf of the bills being proposed for bilingual-bicultural education. I am Albar A. Peña, director, Division of Bilingual-Bicultural Education, University of Texas at San Antonio, San Antonio, Tex.

The previous panels have commented extensively on the need for bilingual-bicultural education, but I would like to speak from past experience I had in heading the title VII office for the past 4½ years. We can all attest to the great need for bilingual education, but even today, 4½ years afterward, there are still a lot of misconceptions about the subject. The primary reason for this is a very poor system of communication that still exists to disseminate the type of information that is necessary for the school districts and the communities at large to find out about the benefits of bilingual education, so they can be knowledgeable about the subject to help plan the particular programs that would be necessary for their schoolchildren. I hope these hearings will serve as a vehicle to clarify these misconceptions.

This panel is to address itself to research and development and testing methods. Based on my past experiences, I can state that there is a great need for research. But it has got to be in the sense of action research, not just research for the sake of research. I think in your bills, Senator, you recommend a great deal of cooperation with NIE. Being that NIE is the research arm for the Office of Education, it would be a tremendous way of coordinating efforts, so that there is no duplication of effort but rather an attempt to complement the developmental efforts presently undertaken by title VII.

Concerning testing methods, we have in the time when I was the director of the division fought many attempts by the Office of Education to conduct a national evaluation on achievement results at this time for fear that at this early stage, because of lack of adequate available instruments, it would turn out to be an actual indictment of the program rather than to find out the type of information that was necessary. I say this because of the many programs that are being implemented today, 217 to be exact, we should seriously look as to how they are being implemented in order to determine their effectiveness and then measure the children's achievement.

In order to do this we must first determine the following:

Did they receive adequate administrative support at the time of implementation? Did they have adequately trained teachers? Did they have adequate materials? This is the process by which we can determine whether or not these programs are being implemented properly, and until we find this out, any kind of evaluation on children's achievement at this point would be invalid, or, at best, superficial.

In order to determine children's achievement, I think it is our responsibility at this point to work cooperatively with the projects, NIE, et cetera, to try and determine the types of tests that are necessary in order to yield the kind of data that we need and should be forthcoming from these projects.

Also there has been a great deal of effort put into these programs. Some have met with tremendous success in many instances, but we also had some failures. Therefore, we should also study all of them to find out the different prototypes that exist and describe the successful practices that have been developed to determine their replicability so that others can profit from them.

In addition to having the proper research and the right testing methods, if we are ever going to institutionalize bilingual education, we have got to insure that institutions of higher learning must provide the kind of programs that are necessary to train our teachers, but more importantly to insist on having the adequately trained faculty at these institutions of higher learning so that they can provide the proper training. As an example of this, I believe the University of Texas at San Antonio is unique in establishing the first division, totally dedicated to bilingual education which provides for the preparation of bilingual teachers as well as persons in other disciplines who desire to obtain an in-depth background of biculturalism and thus prepare them to work with this population. But until this is done, our research efforts will be to no avail. We must then have the adequately trained faculty at these institutions to work cooperatively with the schools to develop the kind of programs that are necessary in bilingual education.

In looking over the proposed bills, mention is made of a national advisory committee. It has been my experience that the one that was in operation at the time I was heading the program only operated for 2 years. At that time the Commissioner of Education declared a moratorium on all committees, so therefore it has not been in effect since that time.

Senator CRANSTON. When was that moratorium declared?

Mr. PEÑA. About a year and a half ago, sir, and just before my leaving the Title VII in June the Commissioner did indicate the national advisory committee would be reinstated. What I was trying to say, was that in the Senate, bills being proposed, no mention is made about the inclusion of community people in the makeup of that national advisory committee.

I think without their resources and their advice, the committee would be very much handicapped.

Senator CRANSTON. I am working on that on many other fronts at the moment.

Mr. PEÑA. One of the bills also recommends the setting up of advisory committees. We need to have more distinct and clear guidelines in terms of advisory committees, because heretofore, what school districts have done is just submitted names on paper, but have actually given them no responsibilities, no roles, so in many instances they end up being just purely rubber stamps for the administration. Therefore, very clear definition of their role and responsibilities should be clearly stated in the bill.

Also, as I said before, the cooperation and coordination efforts between the National Institute of Education and Title VII in any kind of testing or national evaluation, since the bills require that at the end of the first year the committee or the director provide an evaluation report to the Congress, be greatly emphasized before this is done. I think we must bear in mind that bilingual education, by its own nature, has to be a longitudinal study, and we must be patient in securing it and not provide preliminary information that would be detrimental to the program at this point for expidency sake.

Thank you, sir.

Senator CRANSTON. Thank you very much, Mr. Peña.

[The prepared statement of Mr. Peña and other information subsequently supplied for the record in response to Senator Kennedy's request follows:]

STATEMENT OF DR. ALBAR A. PEÑA

FOR HEARINGS HELD BEFORE THE SUBCOMMITTE ON
EDUCATION, COMMITTEE ON LABOR AND PUBLIC WELFARE,
ON S. 2552 AND S. 2553, ROOM 4232, DIRKSEN
SENATE OFFICE BUILDING

Mr. Chairman and Members of the Senate Subcommittee on Education:

My name is Albar A. Peña, former Director of the Division of Bilingual Education, Title VII, in the U. S. Office of Education and presently Professor and Director of the Division of Bicultural-Bilingual Studies at The University of Texas at San Antonio, San Antonio, Texas. It is indeed an honor and a privilege to have the opportunity to testify in favor of the two Senate bills presently being considered dealing with bilingual and bicultural education programs.

Having been the past Director in charge of administering the initial Title VII legislation, I can attest to the great need that still remains for providing further assistance to local educational agencies for the purpose of developing and implementing bilingual-bicultural education programs. Of the approximately 5 million plus children who would profit from bilingual education we are presently serving a very minute percentage--approximately 140,000. The clamor still remains from the many school districts and communities throughout the nation which have not received any or adequate assistance for the opportunity to provide viable educational programs for their children. And this we must do, if we are to provide equal educational opportunities to all our children.

During the past four and a half years many new and innovative programs in bilingual education were launched which met with tremendous success and some which were not quite successful. There are many reasons why success has not been met in some cases, i.e., lack of administrative support, failure to involve meaningfully the community being served, lack of adequately trained teachers, lack of an adequate curriculum and materials, or simply because the school district failed to really understand the philosophy of bilingual-bicultural education. But bilingual-bicultural education programs have been proven to work given the right ingredients and its proper implementation. Therefore, in recommending that NIE work cooperatively in this endeavor, dire needed assistance in research and development can now be provided. But I must caution that it should not be for the purpose of research for research sake, but rather action research that will complement the developmental efforts presently undertaken by Title VII. Similarly, NIE in its role of assisting in the evaluation of these programs must well ensure that the adequate testing instruments have been developed to yield the kind of data that is needed, in the native language of the children as well as in English. Let us not be too hasty in demanding hard data from these programs for expediency sake and end up in wrongfully indicting a fledgling program because the proper instruments were not available.

May I also take this opportunity to comment on the two present bills and offer my recommendations.

That wherever the term "children who have a limited English-speaking ability" appears that the term be changed to "children who are culturally and linguistically different". The rationale for this would be to discourage school districts from the idea that bilingual education is remedial education: a method of correcting a defect in a child.

To your recommendation that a National Advisory Committee be set up composed of fifteen members, I would also add that at least three of those members be representatives from the community to insure their input and advise.

To your recommendation that Advisory Committees be set up composed of community members, I recommend that a clear delineation be made of the meaningful role and responsibilities that these committees would have which would be mutually agreeable to the committee and school district in question. Too often in the past these committees appear only on paper and only serve as rubber stamps of the school administration.

That before a national evaluation effort is undertaken, I recommend that care should be taken to have a process evaluation conducted first followed by an evaluation on children's achievement based on adequate testing instruments.

In mandating that a Division be set-up to administer the program, I recommend that the Office of Education insure the proper staffing of that office to provide the necessary monitoring and technical assistance to school districts carrying out the programs funded by that office.

I also recommend that whenever possible, children participating in bilingual-bicultural programs should be in integrated classrooms so that they may profit and learn from each other's experiences and engender a mutual respect and pride for each other's language and culture.

To conclude, I would like to state that although our priorities at this time focus on the culturally and linguistically different child and his educational needs, that we, at this point, should agree that every child has the right to expect the fullest and best utilization of the multiple language and cultural resources of his community. That speaking another language other than English is an asset and that opportunity should be afforded to everyone. Therefore, let us remember at all times that bilingual-bicultural education is quality education and it benefits everyone concerned.

THE UNIVERSITY OF TEXAS AT SAN ANTONIO
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COLLEGE OF MULTIDISCIPLINARY STUDIES
Bicultural Bilingual Studies

November 12, 1973

The Honorable Edward M. Kennedy
United States Senate
Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Kennedy:

Thank you again for the opportunity to provide you further information on the very important issue of bilingual education.

Enclosed please find my comments on the additional questions submitted. Please be assured that if I can be of further assistance I will be more than happy to comply.

Let me take this opportunity to commend and salute you for the tremendous interest and effort you have demonstrated in furthering the cause of bilingual education. I, like you, share the dream of eventually providing true equal educational opportunities to all our children and firmly believe that our children will be all that richer having had the opportunity to profit from the benefits of bilingual-bicultural education.

With best wishes and every success, I remain,

Very sincerely yours,

Albar A Peña

Albar A. Peña, Ph.D.
Director, Bicultural-
Bilingual Studies

AAP:obt
Enc.

Federal Directions in Bilingual Education

(1) How effective has the federal bilingual education program been?

In my opinion, the federal bilingual education program has been significantly successful in the majority of the cases and has been quite effective in many areas. However, the program would have met with more significant success had an adequate appropriation been available. For example:

1) Data received from individual project evaluation reports indicate that in academic areas such as mathematics, reading and social studies children in bilingual programs are performing better than those children only receiving instruction in English. Other projects are reporting that in tests given at the end of the school year, pupils in bilingual classes could speak, read and write in both Spanish and English, without interference, at the end of the first grade; and students in the bilingual classes made more progress in every measure (communicative skills, conceptual development, and social and personal adjustment) than those children taught in English only. Many more examples, such as the ones cited above, are coming in to attest to the many successes the program has accomplished (for further information, the Title VII Office in Washington can provide these statistics).

2) The majority of the programs are reporting that children in bilingual classes have markedly improved their attendance in

school, therefore significantly reducing absenteeism and potential dropouts. The reason for this is that now children can communicate, understand and now have a feeling of accomplishment so necessary to academic success.

3) In many cases, these projects are also reporting that the home-school relationship has been greatly enhanced by providing parents the opportunity to communicate with the teachers and administrators in a language they can understand, making them feel that they contribute something and allowing them to be meaningfully involved in the actual implementation of the program.

4) Other significant spin-offs derived from Title VII are as follows:

The role that Title VII has played as serving as the stimulus to encourage State Legislatures to change antiquated laws prohibiting the use of another language other than English as a medium of instruction in the public schools to either enacting legislation making Bilingual Education mandatory for its non-English speaking youngsters (Massachusetts, Texas, New Mexico, Colorado, and New York in the process) or providing state allocations for bilingual education (California, Illinois, and Alaska). In some cases, school districts having received assistance under Title VII have also provided local tax-levied funds to replicate the bilingual program presently being developed on a wider scale.

Since a tremendous need has been created for the adequate preparation of teachers for bilingual-bicultural programs, many institutions of higher learning have begun offering programs leading to the Master's and Doctorate degrees in Bilingual-Bicultural Education and many are also planning to develop programs offering a baccalaureate degree in the same area.

Through the initial implementation of these programs, school districts, communities and educators have increased their awareness and knowledge that, indeed, bilingual-bicultural programs do work when properly implenented. Additionally they are beginning to realize that every child has the right to expect the fullest and best utilization of the multiple language and cultural resources of his community that will engender pride and mutual respect for the languages and cultures in question.

How much of its deficiencies have been a lack of funding?

Lack of funding has indeed contributed to the majority of deficiencies that beset the program. Since the appropriations have been minimal and the need is so great (we are presently serving approximately 140,000 children of the 5 million plus that would profit from bilingual education) we have had, by necessity, only provided school districts with seed money for the development of these programs on a pilot program basis, e.g., school or schools having 10 to 15 first grade classes will only be allowed to involve 3 or 4 of these classes in a pilot program because of lack of funds to launch a more comprehensive program. Similarly, teacher training monies have only been provided for those teachers participating in the program, rather than allowing school districts the capability of retraining all the necessary staff needed. The provision of stipends for prospective teachers to enroll in bilingual-bicultural teacher training programs in institutions of higher learning is also needed in order to have a cadre of adequately trained teachers as they progress ~~up the ladder to meet the needs of the~~ programs being implemented or in order to replicate the program on a larger scale.

Sufficient money has also been lacking to develop the necessary curricula and materials that are vital to the program. Presently, only the bare minimum is possible and school districts find themselves again at a disadvantage to meet the needs of presently enrolled school children and those to come. The same applies to the development of adequate testing instruments. Heretofore, school districts have had to rely on project developed criterion-reference tests which yield vitally needed data but only on an individual project basis leaving the program without the proper instrumentation to conduct a national evaluation for comparison purposes and determine better alternatives if that is the case.

Sufficient monies are also lacking to launch a full scale dissemination effort of the many successful practices now being implemented for replication purposes and to avoid duplication of efforts or "re-inventing the wheel". Also lacking is the availability of funds for the sheer dissemination of information concerning the philosophy of bilingual education, its benefits and different prototypes to properly inform the public and interested school districts. Lack of funds have also prevented the federal government to provide an adequate amount of money, on a proportionate basis, to State Departments of Education to provide an administrative staff to help the Office of Education coordinate the projects in their respective states. Also, indirectly, the failure of the Office of Education to properly staff the Division of Bilingual Education, charged with the administration of the Program, to simply provide the necessary monitoring and technical assistance necessary to insure the proper implementation of these programs. In spite of these deficiencies, great strides have been made in the area of bilingual-bicultural education by dedicated persons who have overcome many obstacles to give the program the much deserved opportunity to succeed.

(2) What has been the distribution between Chicano and Puerto Rican communities?

Statistics gathered by the Office of Education during my tenure as Director, indicate that there are approximately 3.2 million school-aged Chicano children compared to approximately 800,000 school-aged Puerto Rican children* This indicates a four to one ratio in terms of population. The projects presently funded show, however, that in the distribution of funds the ratio is three to one (for every three Chicano projects there is one Puerto Rican project). There are several projects however, that serve a mix population, Chicanos, Puerto Ricans and Cubans, specially in the Midwest.

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*Based upon analyses of several sources: 1960 and 1970 Census Data, 1969 Sample House-hold Census Data, Immigrant Statistics, Civil Rights Data, Data from the Smithsonian Institute on Indian Populations, and estimates from State Educational Agencies.

(3) Has there been a political measure used in evaluating where federal funds should be expended?

To the best of my knowledge, all decisions for funding were based, as mandated by the legislation, on criteria developed to give priorities to those states and areas having the highest concentrations of non-English speaking children. Proposals were funded based on the cirteria of need adequately documented and the quality of the proposal which indicated a thorough knowledge of bilingual education and its philosophy on the part of the school district to insure its proper implementation.

(4) How helpful do you think the proposed legislation will be in stimulating more attention at the federal and state levels?

I think the proposed legislation would be of tremendous help in stimulating more attention at the federal and state level for the following reasons:

1) Since we have only been able to serve but a minute fraction of the population who would profit from bilingual-bicultural programs, communities and school districts are vitally interested to see the legislation continued so that they may receive assistance to either launch new innovative programs or be given the opportunity to replicate those successful practices that have already been developed in

order to adequately meet the educational needs of their children. These communities, at this point, will demand that either the Federal or State agencies provide them with the necessary assistance to put a stop to the unnecessary waste of human resources by implementing viable programs.

2) Since the proposed legislation promises a more comprehensive approach to include vitally needed areas heretofore not allowed in the present legislation, i.e., teacher training programs, stipends for fellowships, better coordination of the research aspects in the area through NIE, better results and more comprehensive data will be available to adequately develop and expand programs already in operation.

3) Through the proper coordination of these programs and its dissemination, more and more States will follow the example of other States in providing State legislation to assist school districts in the implementation of these programs. Hopefully, from the interest shown at the federal and state levels, school districts will be in a better position to devote their tax-levied funds for this purpose and thus leading to true equal educational opportunities for everyone concerned.

Senator Cranston. Mr. Correiro.

STATEMENT OF JOHN R. CORREIRO, DIRECTOR OF TITLE VII PROGRAM, FALL RIVER, MASS.

Mr. Correiro. My name is John R. Correiro. I am director of title VII program, Fall River, Mass.

Our program is a middle grades program and it is called bilingual middle school research and development center. Our program is for the Portuguese students. I am pleased to have the opportunity to address the Subcommittee on Education regarding the expansion of Bilingual Education Act..

I am going to submit a summary of our 1972–73 evaluation report for the committee's information. I would like to draw on a few points from the summary which will not take too long, be quite brief frankly.

Senator Cranston. Thank you very much.

Mr. Correiro. Our program began in 1972 and included staff of a project director, staff development specialist, guidance counselor, which in title VII programs is fairly unique, parent-community coordinator, four curriculum specialists, one each for the areas of math, social studies, language arts and science, and six teachers and six aides. In reference to the question raised earlier about whether communities ought to provide a percentage of the cost of title VII, I think you find in some cases many communities already do provide percentage of the cost of title VII.

All teachers and teacher aides, as well as other ancillary personnel, assigned to the title VII program in Falls River Mass., are paid out of the Budget of the Falls River public schools. These are municipal funds.

The program operated last year in three grades, each with two classes, one Portuguese dominant, one English dominant. The average class size was 18.

A review of the attached table which the committee will have summarizes the accomplishment of project objectives and indicates that a substantial percentage of objectives, 69 percent, were accomplished as was stated.

An additional 23 percent were partially accomplished or a substitute product or process was accomplished in its place. Only 4 percent of the objectives were judged to be nonaccomplished and 4 perecent were not assessed at all.

I think the kind of specific information we might be interested in begins in the area of instruction. The instruction product objectives were defined for selected areas, mathematics, science, English as a second language, Portuguese as a second language, oral Portuguese as a first language and social interaction. The metropolitan achievement test is administered as a pre- and post-test in the student's native language, English or Portuguese, to assess math and science skills acquisition. Portuguese-dominant students demonstrated statistically significant gains in math and science.

The Portuguese-speaking children identified as having average or above average language competencies achieved the criterion of the raw score equivalent to the 50th percentile in math and science. In fact these students scored well above the criterion level.

Portuguese-speaking children identified as having below average language competency did not achieve the criterion of an average raw score equivalent to the 35th precentile as we predicted they would, but these students did make substantial gains and achievements.

I think it is significant because what we are really saying is we are providing a bilingual program for students, regardless of their native language capacity, and recognizing there are differences among these children.

Most of these students at the lower intellectual level would probably have been shunted aside to special education type programs and really not have the benefit of a true class situation.

The Portuguese oral production test was administered to assess the skill acquisition, if Portuguese is the second language of the student, that is English-speaking students who are in the program and taking Portuguese as a second language. They demonstrated statistically significant gains and earned an average score of better than 50 percent correct on the Portuguese oral production test. This means that American or Anglo children who did not speak Portuguese who were involved in the program began to demonstrate ability to speak Portuguese language, which gives us a bridge to integrate these two groups, Portuguese and American students together, on a basis of practical communication.

Now we have charts that will be in here to illustrate that.

I would like to move to an area of guidance, which I think is significant. All objectives in the guidance components were accomplished or partially accomplished. Through meetings with all program students, at least once a month during the school year, the counselor organized a file of information for each child and subsequently prepared a report which identified the needs, interests, and abilities of the program students.

The counseling of high priority students seemed to result in the improvement of their behavior as measured by the pupil behavior inventory. The counselor also succeeded in informing the teachers about the nature of their students' problems, and as a result informal and formal meetings with them were held.

The major outcome of the guidance component was the production of a guidance curriculum.

The curriculum included instructional packets on the following topics: social interaction, hygiene and vocations. Again the important thing is that the student in addition to dealing with the classroom teacher had an advocate in the person of a guidance counselor who served as an intermediary in the classroom situation.

The areas of material development and parent community are well recorded in here. I would like to go to the end of this, and it is the recommendations.

Now, these recommendations were provided before any information of what was contained in the two bills referred to today was made available to us, but they really seem to have a significant relationship to both S. 2552 and S. 2553. The evaluators offer the following recommendations for improving program operation during 1973 and 1974: (1) Increased teacher training should be pursued. (2) Increased teacher training on the use of teacher aides in the classroom should be followed up. (3) Training specifically for teacher aides should be developed—which we are now doing, but not in a really substantive and in-depth basis. (4) Training for teachers in the areas of small group and individualized instruction should be pursued. (5) Training concerning traditional and progressive education practices should be incorporated in the teacher-training program.

I think that really supports the need for teacher training that is incorporated in the bills today.

I would like to conclude my remarks with references to two or three of the questions that were raised here today. Senator Kennedy raised a question, how do the children fare in relation to regular public school students?

I think there is enough evidence prior to bilingual education to indicate that the children statistically did not fare well, that the dropout rate was excessively high, that students that came out of English-as-second-language programs tended to be 2 years at the minimum behind regular grade students in given classrooms. We find out in the bilingual program that we are able to place children at the grade level they ought to be.

We can make school more relevant to their needs—the non-English-speaking child—by taking advantage of their language and making them feel more important in the school system.

Senator Dominick asked, what is being done about teaching English? The bilingual program requires that we teach English as a second language. I think evidence indicates that as the students in the program begins to develop their English language skills, that we begin to increase the amount of instruction in English. So that we are truly striving to develop in our students a bilingual capacity, capacity to deal with the world in both languages, whether it be Portuguese and English, Spanish and English, and what have you.

Finally, in your statement, Senator Cranston, in the Congressional Record on September 9, you pointed out that $650,000 was provided last year for Portuguese bilingual education in the United States. I would like to point out that the city of Fall River, a community of approximately 100,000 persons, with both Federal and municipal funds, spent last year for Portuguese bilingual education $624,000, so that nationally we are matching amost the national output.

Senator CRANSTON. That is a startling figure.

Mr. CORREIRO. I feel we are not servicing an adequate number of children and we are not really dealing with some of the specific needs such as vocational education.

Despite the fact that we are spending that amount of money, we feel we are not really reaching all the children that should be reached.

Senator CRANSTON. How many Portuguese American children need to be reached in the country?

Mr. Correiro. In the country, I would venture to say between 75,000 and 100,000.

Senator Cranston. How many are you reaching in your community?

Mr. Correiro. In the city of Fall River in our programs there are approximately 500 students. Perhaps another 1,500 that ought to benefit by it. In the city of New Bedford, they are dealing with an equal number. There were 16 Portuguese bilingual programs operated in the State of Massachusetts under the State bilingual law last year.

Senator Cranston. If we authorize and appropriate the money involved, there would not only be a moritorium on committees and commissions, but also on spending.

Mr. Correiro. I would like to say one other thing about vocational education. Some people have indicated in the past that non-English-speaking students have been shunted aside in some areas to vocational educational programs because academically they could not seem to make the grade.

On the other hand, there are cities and there are States that have pumped a lot of money into improving and upgrading vocational education to the point the non-English-speaking students are discriminated against and kept out of vocational education, because of the requirements for testing to get into the vocational education program. Some vocational education schools are run more like prep schools for selected youngsters.

We feel that this is a great need, not to place youngsters into vocational education because they cannot hack it academically, but because they deserve the opportunity, and it is really a right to pursue vocational education if that is where their interest and their ability lie. Right now I do not believe this is happening.

Thank you very much for the opportunity to present this statement.

Senator Cranton. Thank you very much. Dr. Peña in his statement discussed the National Institute of Education and his role in this field. If the two other members of the panel do not in their prepared statement touch on that and what you feel NIE should do in research and dissemination assistance to bilingual education, would you submit it in writing, rather than verbally now?

Mr. Guerrero. I have included this in my statement.

Senator Cranston. Thank you very much. You have been very helpful to us. I appreciate your brevity.

[The prepared statements of Mr. Guerrero and Mr. Correiro and other information subsequently supplied for the record in response to Senator Kennedy's request follow:]

TESTIMONY BEFORE

THE SUBCOMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
SENATOR CLAIBORNE PELL, CHAIRMAN

On Bills

S.2552 and S. 2553

OCTOBER 31, 1973

By

DR. ADALBERTO M. GUERRERO
ASSISTANT DEAN OF STUDENTS
UNIVERSITY OF ARIZONA
TUCSON, ARIZONA

On behalf of the culturally and linguistically different students, including pre-schools, elementary, secondary, adult and higher education levels, I speak to you in support of Senate Bills 2552 and 2553.

I wish to address myself particularly to the area of research included in both Bills. May I here commend the National Institute of Education and the sponsors of the two Bills, Senator Kennedy and Senator Cranston for their wisdom in including in the Bills the very important sections concerning research. I am referring to Section 742 in S. B. 2553 and to Section 722 in S. B. 2552.

Bilingual bicultural education programs can continue to develop and succeed only in relation to the support that comprehensive research can offer them. Specially is this true in the fields of testing, language and language acquisition, and in the too often ignored area of our priceless oral tradition.

It is urgent that we undertake immediately research projects which objectives would be to collect the oral tradition which is threatened by extinction with the rapid desappearance of our elders. This oral tradition includes stories, riddles, cradle songs, children's games, rhymes, ballads and even what is in Spanish called "picardias", it is an oral tradition found throughout our entire country. Each area and region, each ethnic, cultural and linguistic group has its own manifestations, each like an individual piece of a large mosaic which contributes to the greatness and beauty of our country.

These materials can be important teaching tools and are valuable also in inculcating a positive self-image in culturally and linguistically different students of all levels.

Following are brief examples of Spanish oral tradition.

"Naranja dulce"

Unlimited number of players.

The children hold hands forming a circle, in the center of which is placed one of the players. The circle goes around at the same time that all sing the following verses:

Naranja dulce
limon partido
Dame un abrazo
por Dios te pido.

Si fueran falsos
mis juramentos
en otros tiempos
se olvidaran.

When the group sings "Dame un abrazo..." the child in the center of the circle embraces whomever he likes from among the other children, who in turn goes into the center of the circle. The child who was originally in the circle leaves the circle at the end of the second verse.

At that same moment the circle stops going around and all clap their hands rhythmically to the music as the following verses are sung:

Toca la marcha,
mi pecho llora,
adios, senora,
yo ya me voy.

A mi casita
de sololoy;
compro manzanas
yo no te doy.

The game continues following these steps (until the patience of the teacher is exhausted.)

"Rimitas y jueguitos infantiles"

There are many nonsense rhymes and games with which Spanish speaking students of all ages are familiar. Some, like those following, thay have heard in their infancy and are used with very young children to provoke laughter by tickling them in the neck:

Aqui viene el sol
comiendo su caracol
y echando las cascaras
a su labor.

Aqui viene la estrella
comiendo su brea
y echando las cáscaras
a su botella.

Aqui viene la luna
comiendo su tuna
y echando las cascaras
a la laguna.[1]

Luna, luna,
dame una tuna;
porque la que me diste ayer
se me cayo a la laguna.

Luna, luna,
dame otro queso;
el que me diste ayer
se me atoro en el pescuezo.

To keep children quiet for a few minutes, mothers often revert to:

"Manana domingo"

Manana domingo
se casa Benito
con un pajarito
que canta bonito.
- Quien es la madrina?
- Dona Catalina.
- Quien es el padrino?
- Don Juan Botijon.
- El que hable primero
se queda bocon.

"Reque reque ran"

The mother places her child on her knees, facing her. She rocks him rhythmically back and forth as she says the following verses:

Reque reque ran
los maderos de San Juan
piden pan y no les dan;
piden queso y les dan un hueso
y les cortan el pescuezo.

To express joy when it rains:

Alla viene el agua por la lomita,
y ahora se moja mi tia Juanita.

Alla viene el agua por los cerritos,
y ahora se mojan mis hermanitos.

"Romance del amor mas poderoso
que la muerte"

Conde Nino por amores
es nino y paso la mar;
va a dar agua a su caballo
la manana de San Juan,
Mientras el caballo bebe
el canta dulce cantar;
todas las aves del cielo
se paraban a escuchar,
caminante que camina
olvida su caminar,

Aserrin, aserran,
los maderos de San Juan
piden pan y no les dan;
piden queso y les dan un hueso
y se sientan a llorar a la orilla
de un zaguan.

Ahi viene el agua por la canada
Que se me moja la caballada.

Ahi viene el agua por los cerritos
que se me mojan mis becerritos.

"Romance de Delgadina"

Levantate, Delgadina,
ponte tu falda de seda;
porque nos vamos a misa
a la ciudad de Morelia.

Cuando salieron de misa
su papa le platicaba;
-Delgadina, hija mia,
yo te quiero para dama.

navegante que navega
la nave vuelve hacia alla.
La reina estaba labrando,
la hija durmiendo esta.
-Levantate, Albanina,
de vuestro dulce folgar,
sentireis cantar hermoso
la sirenita del mar.
-No es la sirenita, madre,
la de tan bello cantar,
sino es el Conde Nino
que por mi quiere finar.
Quien le pidiese valer
en su tan triste penar!
-Si por tus amores pena,
Oh, malhaya su cantar!
y porque nunca los goce
yo le mandare a matar.
-Si le manda a matar, madre,
juntos nos han de enterrar.
El murio a la medianoche,
ella a los gallos cantar;
a ella como hija de reyes
la entierran en el altar,

-No lo quiero Dios del Cielo
ni la virgen soberana,
que es ofensa para Dios
y perdicion de mi alma.

-Juntense mis once criados
y encierrenme a Delgadita,
remachen bien los candados,
que no oiga su voz ladina.

-Mamacita de mi vida
un favor te pedire:
que me des un vaso de agua
que ya me muero de sed.

-Papacito de mi vida
un favor te estoy pidiendo:
que me des un vaso de agua
que de sed me estoy muriendo.

-Juntense mis once criados
llevenle agua a Delgadina,
en plato sobredorado
vaso de cristal de China.

a el como hijo de conde
unos pasos mas atras.
De ella nacio un rosal blanco,
de el nacio un espino albar;
crece el uno, crece el otro,
los dos se van a juntar;
las ramitas que se alcanzan
fuertes abrazos se dan,
y las que no se alcanzaban
no dejan de suspirar.
La reina , llena de envidia,
ambos los mando a cortar;
el galan que los cortaba
no cesaba de llorar.
De ella naciera una garza,
de el un fuerte gavilan,
juntos vuelan por el cielo,
juntos vuelan par a par.

Juntense los once criados,
Delgadina la hallan muerta;
tenia los ojos cerrados,
tenia su boquita abierta.

La cama de Delgadina
de angeles esta rodeada:
la cama del rey su padre
de demonios apretada.

Delgadina esta en el cielo
dandole cuenta el Creador
y su padre en el infierno
con el demonio mayor.

Extensive research projects must also be instituted in the field of history. Traditionally, textbooks presented history from the points of view of only a few. Recently our culturally and linguistically different youth have demanded to learn history as "it really was". But this should not be a concern only of our youth. Rather, it must be a universal effort to recognize the many facets of our nation's history seen from the perspectives of all the participants in its development.

An enormous amount of work remains to be done in this area. Dr. Henry Acuna, along with other Chicano historians, has begun the task of writing our history from the perspective of the Chicano Oral history, found in all ambients, must be collected and recorded for it forms a most important contribution to the resources with which historians will work.

Perhaps the area of greatest importance regarding research is in the field of language, language teaching and language learning at all levels. Although bilingual education is now accepted as an approach in which two languages are used as mediums of instruction, one of which is English and the other the mother language of the student, too often teachers have little knowledge of the true language of the students, with all the subtleties in intonation, lexicon and syntax that intermingly with other languages and culture have produced.

In regard to the three areas of research which have spoken above, I want to stress that research must be of a continuing nature. Its intrinsic value to bilingual education is evident. But in addition it must be recognized that it is equally important as a body of knowledge which is a worthy of preserving as are the most valuable documents kept in our National Archives, because they reflect the beliefs, the dreams, the history and priceless cultural manifestation of an important and often ignored segment of our country.

The trwo hundredth anniversary of our country is rapidly approaching. What better way of celebrating our Bicentennial and paying homage to the greatness of our country than by recognizing the existence of and cherishing the oral tradition, the diverse historical perspectives and the multi-lingual apportation of all its citizens.

Research has not discovered one single test which measures the true mental ability of minority-group children. This has been researched by Ed de Avila and Pascual de Leoni in the assesments of multibilingual programs in the U.S. They have reviewed all of the tests available and there is not one mental ability test that is good enough that reflects a true image for the minority groups. Research and development monies should be allocated for continued research in this area. Tests which are based on Piagetian stages of development for children and which have specific Mexican/American or minority group cultural reference and which are presently in their initial developmental stages should receive strong attention and funding to see them to their termination. Only this way can we assure that the minority groups in this nation will not be placed in special education classes or given instruction in content matter and through a language with which they cannot cope. Development should also include the development of materials for secondary schools for instruction in literary skills, language, culture, fine arts and content matter. At present the majority of the bilingual programs have concentrated on elementary grades. The children in many programs have started in the 3rd or 4th grade and they will soon go into a secondary curriculum which is still inappropriate for them because of the lack of materials. Support must be forthcoming for developing curriculum materials at all levels, elementary, secondary, community and junior colleges and universities which include the history and culture, prose and literature of minority groups rather than imposing upon all minority groups an anglo-socially oriented curriculum which denies them representation and identity in that curriculum.

ROBERT J. NAGLE
SUPERINTENDENT OF SCHOOLS

JOHN R. CORREIRO
DIRECTOR

FALL RIVER PUBLIC SCHOOLS
Bilingual Education Program
Title VII
128 HARTWELL STREET
FALL RIVER, MASS. 02721

October 30, 1973

Chairman
Senate Subcommittee on Education
United States Senate
Washington, D.C. 20510

Members of Subcommittee on Education:

I am pleased to have the opportunity to address the Subcommittee on Education regarding expansion of the Bilingual Education Act.

In support of this needed legislation I am submitting a summary of the Fall River, Massachusetts' Public Schools Title VII bilingual program - Bilingual Middle School Research and Development Center - 1972-73 evaluation report.

This summary evaluation report provides some very positive information relative to program objectives, staff training, and student progress.

What is more, it provides a series of recommendations to improve the program at the local level.

Unfortunately, what it does not provide for you, and it is the reason that I appreciate the opportunity to be here today, is information regarding the fact that the funding level of the project does not permit all of the students who require this type of education to be serviced by the project. Further, the program is academically oriented and thus does not provide sufficient funds to develop vocational oriented curriculum.

Finally, it would seem to me that expansion of bilingual education opportunities to provide for more children and in greatly expanded curriculum areas is both urgent and necessary.

Evaluation reports, such as is available regarding the Fall River project can provide to your committee hard data relative to measurable progress of students possessing linguistic needs versus those with similar needs but not served by bilingual project.

I wish to thank Senators Edward M. Kennedy and Claiborne Pell for inviting me, to appear before your subcommittee and on behalf of the Fall River Public Schools invite you to visit our bilingual project at anytime convenient to you for a first hand observation of our program in operation.

Sincerely,

John Correiro

John R. Correiro

JRC/mls

SUMMARY OF THE EVALUATION OF THE FALL RIVER TITLE VII BILINGUAL PROGRAM - 1972-73

The Fall River Title VII bilingual program began operating on September 6, 1972, the opening day of the public schools, with its full complement of professional staff. The staff included the following personnel:

Project director - responsible for overall program management;

Staff development specialist - responsible for the development of in-service activities and for liaison between the teachers and the non-instructional staff;

Guidance counselor - responsible for providing counseling services to all participating students;

Parent-community coordinator - responsible for program dissemination activities and for liaison between the project and the community;

Four curriculum specialists - responsible for the development of curriculum units in mathematics, science, social studies, and language arts;

Six teachers - responsible for instruction in all academic subjects;

Six teacher aides - responsible for assisting the teachers in instructional and non-instructional activities.

The program operated at the fifth grade level in three Fall River schools--Mcdonough Annex, Watson, and Hartwell Street--with two bilingual program classes in each school. The McDonough and Watson schools had one Portuguese dominant and one English dominant class; the Hartwell Street School had two Portuguese dominant classes. The program had an enrollment of 111 students--34 English dominant and 77 Portuguese dominant students. The average class size was 18 students. In addition, two fifth grade classes at the McDonough School were used as a comparison group.

SUMMARY AND RECOMMENDATIONS

The Fall River Title VII Project operated very smoothly especially considering it was a first year program. A review of the attached table which summarizes the accomplishment of project objectives, indicates that a substantial percentage of objectives (69%) were accomplished as stated. An additional 23% were partially accomplished or a substitute product or process was accomplished. Only 4% of the objectives were judged to be not accomplished, and 4% of the objectives were not assessed. The following narrative presents, by component, a summary of the program's accomplishments.

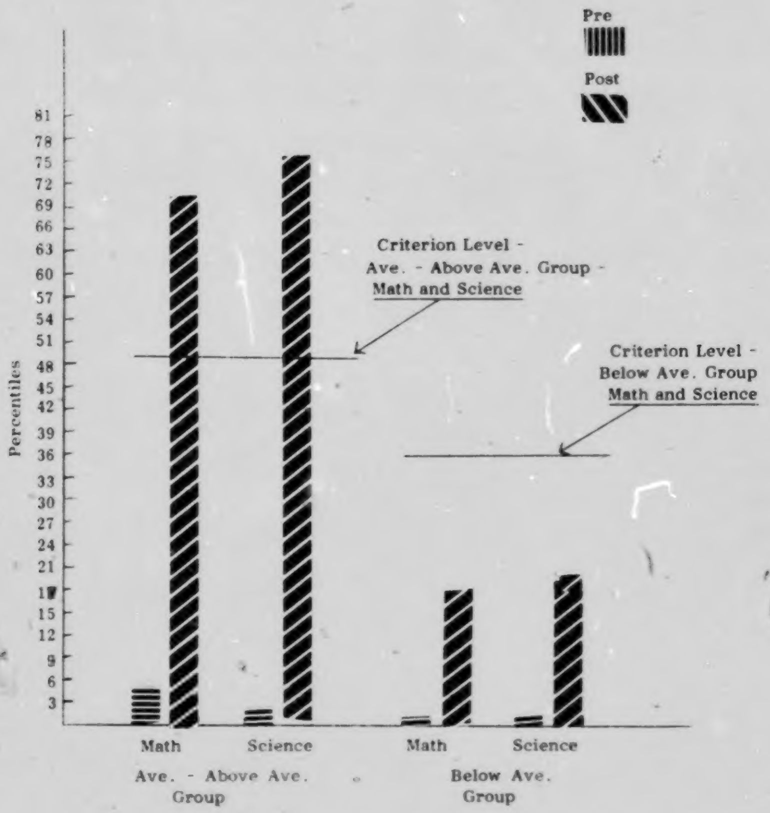
Instructional

Instructional product objectives were defined for selected subject areas: mathematics, science, English as a Second Language, Portuguese as a Second Language, oral Portuguese as a first language, and social interaction. The Metropolitan Achievement Test was administered as a pre and post-test in the students' native language--English or Portuguese--to assess mathematics and science skill acquisition. Portuguese dominant students demonstrated statistically significant gains in mathematics and science. Portuguese speaking children, identified as having average or above average language competencies, achieved the criterion of an average raw score equivalent to the fiftieth percentile in mathematics and science (I-1). In fact, these students scored well above the criterion level. Portuguese speaking children identified as having below average language competencies, however, did not achieve the criterion of an average raw score equivalent to the thirty-fifth percentile (I-2). However, these students did make substantial gains in achievement.

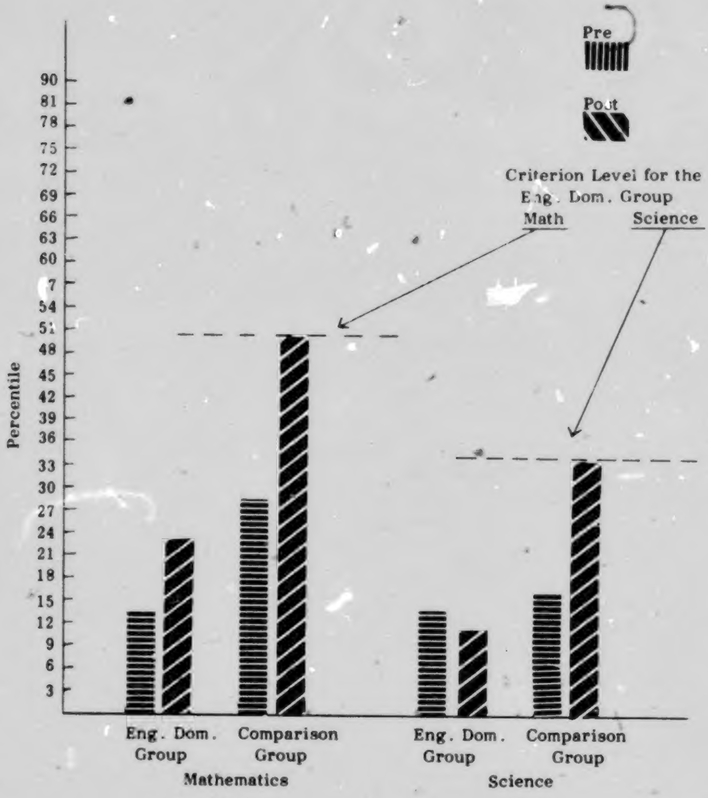
The English dominant students made statistically significant gains in mathematics, but not in science. Furthermore, they did not achieve the criterion of an average percentile rank equivalent to fifth grade students who did not participate in the program (I-5).

The Portuguese Oral Production Test was administered to assess the skill acquisition of the Portuguese as a Second Language students. They demonstrated statistically significant gains and earned an average score greater than 50% correct on this test (I-6). The English as a Second Language students also demonstrated statistically significant gains on the English Through Pictures Test, but did not earn an average score of 50% correct (I-4) which was the criterion established.

No assessment of the acquisition of oral Portuguese as a first language skills (I-3) of the social interaction (I-7) gains of the program students was made.



Pre- Post-test Percentile Equivalents on
the Mathematics and Science Subtests



Pre- Post-test Percentile Equivalents
the Standard Score Means for the English Dominant
and Comparison Groups on the Mathematics and
Science Subtests

Number of Portuguese Dominant Students Below and Above a
Proficiency Score of Fifty Percent on the
English Through Pictures Test (ETP)

ETP Test	Highest Possible Score	Testing Session	Obtained Score Range	Number of Students		Percent of Students Above Criterion
				Below Criterion	Above Criterion	
I - 1	100	Pre (N=16)	0 - 45	16	-	0
		Post (N=12)	0 - 100	4	8	67
A - II	100	Pre (N=16)	0 - 60	14	2	12
		Post (N=12)	0 - 97	3	9	75
F	100	Pre (N=30)	0 - 100	20	10	33
		Post (N=27)	0 - 100	14	13	48

ETP Test	Highest Possible Score	Testing Session	Obtained Score Range	Number of Students		Percent of Students Above Criterion
				Below Criterion	Above Criterion	
Total		Pre (N=62)		50	12	19
		Post (N=51)		21	30	59

Results of *Portuguese Oral Production Test*--English Dominant Students--by Test Level

Test Level	Testing Session	Raw Score $\overline{X}$	Raw Score S	t
Level 1 (N=14)	Pre	15.0	9.0	5.973**
	Post	19.4	8.6	
Level 2 (N=13)	Pre	18.5	1.2	3.308*
	Post	20.5	2.2	

* $p < .05$
** $p < .001$

Staff Development

The staff development training was characterized by its diversity. Various program staff members participated in the Brown Bilingual Institute, attended workshops sponsored by Project Spoke, participated in sessions at the Southeastern Massachusetts Portuguese Curriculum Center, and attended in-service meetings in the Fall River Public Schools (SD-1.1). The second major activity of the staff development component was the training of the staff by the staff development specialist. Through her regular observation of program classes she assisted both teachers and aides in improving their instruction (SD-6.1). She also served as a link between the curriculum specialists and the teaching staff to insure the appropriate utilization of the project developed materials (SD-2.1)

The outcomes of these process activities were the increased knowledge of bilingual materials by the teachers (SD-1.0), their use of project developed curricula and materials (SD-2.0), their demonstration of empathy toward the problems of the children in the bilingual program (SD-5.0), and the improved methodology of both teachers and aides (SD-6.0).

The major limitation to the Staff Development Component was the lack of regular meetings of the bilingual teaching staff. The absence of such sessions prevented the discussion of evaluation techniques (SD-3.1), and resulted in the lack of improvement in the teachers' knowledge of the rationale of testing and evaluation as related to the bilingual program (SD-3.0). Although the teachers evaluated the new curriculum materials (SD-4.0), the lack of regular in-service sessions prevented a discussion of their results (SD-4.1). Also, because regular in-service meetings were not held, discussions of problems encountered in the program, as a way of encouraging the teachers' empathy for the program children's problems, were held more informally than originally planned (SD-5.1).

Guidance

All objectives in the Guidance Component were accomplished or partially accomplished. The lack of complete accomplishment of objective G-2.1, which required biweekly counseling of any child in the program who has been identified as having socio-emotional problems, did not limit the accomplishment of any other objective. Through individual meetings with all program students at least once during the year, the counselor organized a file of information for each child (G-1.1 and G-4.2), and subsequently prepared a report which identified the needs, interests, and abilities of the program students (G-1.0 and G-4.1). The counseling of high priority students (G-2.1) seemed to result in improvement of their behavior as measured by the Pupil Behavior Inventory (G-2.0). The counselor also succeeded in informing the teachers about the nature of their students' problems (G-3.0) as a result of informal and formal meetings with them (G-3.1). The major outcome of the Guidance Component was the production of a guidance curriculum (G-4.0); the curriculum included instructional packets on the following topics: Social Interaction, Health and Hygiene, and Vocations.

Parent and Community Involvement

The objectives of the Parent Component focused on encouraging parent participation in the Title VII program, disseminating information about the program to the parents and the community-at-large, and developing a positive attitude toward the program. The Parent-Community Coordinator was responsible for insuring the accomplishment of the component's objectives.

Parents became involved in the Bilingual Program through their participation in the parent-community advisory group, which included representatives of both Portuguese and English parents (P-1.0), and in second language classes (P-5.0 and P-5.1). However, only a limited number of parents were involved in the program in either of these two ways. Opportunities for more extensive participation are planned for 1973-1974.

Parent attitudes toward the program were positive. Most evidenced a positive attitude toward bilingual and bicultural education during a specially prepared structured interview conducted by the Parent-Community Coordinator (P-2.0). Similarly, the bilingual program became more valued by the community during the year as reflected in the number of invitations to speak about the program received by staff members (P-4.0).

These reactions may be attributed to the extensive dissemination of information about the program. Many newspaper articles appeared in Fall River newspapers during the year (P-3.0 and P-3.1). In addition, parents and the community were encouraged to become involved in the activities of the program by letters from, personal contact with, and individual meetings with members of the project staff, and by attending group meetings where project staff members spoke (P-1.1, P-2.1, P-4.1).

Materials Development

Four curriculum specialists prepared fifth grade curricula for social studies Portuguese language arts, science, and mathematics during 1972-1973 (MD-1.0). In each subject area the curricula included, generally in the form of curriculum packets, a topical outline, list of objectives, written materials, audio-visual materials, and pre and post-tests. In addition, second language materials were also prepared in each subject area. A catalog of materials, which listed published, project developed and audio-visual materials, was formulated. The high quality of the project-developed materials was verified in teachers' responses on the Materials Usage Forms. Although the curriculum specialsits visited the program clsses regularly (MD-1.2) and identified the ability levels of the students as a means of determining their skill level (MD-1.3), the specialists did not meet formally with the teachers to review the program objectives and curriculum materials (MD-1.1).

Management

The accomplishment of the majority of program objectives attests to the high caliber of program management. Regular monitoring of the activities requisite to accomplishing program objectives was conducted from January to May; 82% of the activities were accomplished as scheduled.

Recommendations

The evaluators offer the following recommendations for improving program operation during 1973-1974:

1. In-service meetings in Fall River should be instituted at least monthly for all project staff. Weekly meetings of the non-instructional staff should be maintained. Some topics which should be considered are:

    a. training teachers on the use of aides in the classroom,
    b. training specifically for aides.
    c. training about small group and individualized instruction,
    d. training concerning traditional and progressive educational practices.

2. Bi-weekly counseling of program students identified as having social-emotional problems should be conducted during the entire program year.

3. Testing in reading in first language and social studies should be added to the program evaluation.

4. Additional audio-visual materials should be prepared to accompany all curriculum units.

5. Activity charts should be formulated in August, 1973 for the 1973-1974 program year, monitoring of the accomplishment of activities should be on-going.

6. A filing system should be implemented and maintained for the Parent Community Component.

7. Publication of a program newsletter and Family Book should be pursued.

8. Methods of increasing parental involvement (e.g., attracting them to the second language courses) should be pursued.

9. Additional emphasis should be directed toward the curriculum for English dominant students.

10. Additional emphasis should be directed toward coordinating the ESL-PSL activities.

11. Hiring of a person to coordinate the curriculum for ESL and English dominant classes should be considered.

12. Methods of increasing the social interaction between Portuguese and English dominant students should be pursued.

13. Liaison activities by the staff development specialist between the teachers and curriculum specialists should be continued.

14. Procedure of evaluating curriculum materials by the teachers should be continued.

Summary of Degree of Accomplishment of Program Objectives

Accomplished	Partially Accomplished	Substitute Product or Process Accomplished	Not Accomplished	Not Assessed
I - 1				
	I - 2			
				I - 3
	I - 4			
	I - 5			
I - 6				
				I - 7
I - 1P				
I - 2P				
I - 3P				
I - 4P				
I - 5P				
SD - 1.0				
SD - 1.1				
SD - 2.0				
SD - 2.1				
			SD - 3.0	
	SD - 3.1			
SD - 4.0				
	SD - 4.1			
SD - 5.0				
		SD - 5.1		
SD - 6.0				
SD - 6.1				
G - 1.0				
G - 1.1				
G - 2.0	G - 2.0			
	G - 2.1			
G - 3.0				
G - 3.1				
	G - 4.0			
G - 4.1				
G - 4.2				

Summary Table (cont.)

Accomplished	Partially Accomplished	Substitute Product or Process Accomplished	Not Accomplished	Not Assessed
P - 1.0				
P - 1.1				
	P - 2.0			
P - 2.1				
P - 3.0				
P - 3.1				
P - 4.0				
P - 4.1				
			P - 5.0	
P - 5.1				
MD - 1.0				
		MD - 1.1		
MD - 1.2				
MD - 1.3				

ROBERT J. NAGLE
SUPERINTENDENT OF SCHOOLS

JOHN R. CORREIRO
DIRECTOR

FALL RIVER PUBLIC SCHOOLS
Bilingual Education Program
Title VII
128 HARTWELL STREET
FALL RIVER, MASS. 02721

November 13, 1973

Senator Edward M. Kennedy
United States Senate
Washington, D.C. 20510

Dear Senator Kennedy:

In behalf of the Fall River Public Schools, I am most grateful for the opportunity to provide additional information regarding the important issue of bilingual education.

In framing my responses to your questions, I have consulted my Title VII project staff and Dr. Robert Consalvo, President of Heuristics, Inc. of Dedham, Massachusetts.

The responses submitted represent our collective thinking on the questions at this time.

Sincerely,

John Correiro

John R. Correiro

JRC/mls

(1) What is the current level of emphasis on research and development at the state level? At the federal level? In universities.

It seems fairly clear that the answer to the question at each level is - "there is practically speaking, no emphasis on research and development in the bilingual area. At the state level, it is safe to say there is no emphasis at all on bilingual research and development; the same is true at the federal level represented by what appears to be either an inability to coordinate nationwide evaluation findings or a failure to logically relate the many pilot projects into a rational nationwide research design. The same holds true at the university level. Inclusion of bilingual-bilcultural undergraduate and graduate offerings are fragmented at best and appear to be responses to current practical demands rather than substantively thought out course work based upon indepth research of student needs, teacher needs, and para-professional needs. Moreover, there does not seem to be at the university level any significant effort toward inter-university cooperation.

(2) What areas should be pursued more intensively in the field of bilingual education research?

a) Testing is a priority. There is a need for the development of second language tests, both English and non-English (e.g. Portuguese, Spanish, etc.). Such tests should be designed to assess reading, oral, and aural skills.

b) Longitudinal studies (including long term follow-up) of participants in bilingual programs - e.g. success in school an at jobs, drop-out rate, and post high school training.

c) The effects of the native culture of the bilingual child upon his achievement in U.S. public schools:

1) What is the press for school achievement in the home in a Portuguese (or anyethnic group) culture?

2) How does this affect the student's desire to learn and willingness to stay in school?

3) Can this cultural effect be overcome if it is contrary to United States demands and should it be?

d) There should be conscious and concerted efforts to test various bilingual education models:

1) Massachusetts Transitional Bilingual Education model versus, the Title VII model.

e) Individualized Instruction Model versus the Group Instruction Model (The Fall River Public Schools is formulating a plan for September 1974 to test four models -

a. The neighborhood Integration Model - Grade K-4.

b. The Self-Contained Classroom Middle Grades Model.

c. The Departmentalized Middle Grades Model.

d. The Individualized Guided Education - Multi Unit Structure Middle Grades Model.

and could serve as a significant national center for research and development in Portuguese-English bilingual education).

e. What are the effects of bilingual education upon the native English speaking student? Longitudinal and follow up studies are required.

f) The theoretical bases for bilingual instruction need to be defined (materials and methods) within various ethnic groups, that is, given the cultural, educational, and attitudinal background of non-native students, what are appropriate methods and procedures to teach English [illegible] their own language? different culture?

(3) How much of a need is there for a national clearinghouse for bilingual education research and development and information?

There is extreme need! There are more than 200 Title VII projects in the United States currently. Each is developing curriculum materials and tests. The question is how is it being shared? Inadequatly it would seem, at the present time. The same is true for relevant activity between or among states.

(4) What are the current methods of evaluation of the effectiveness of bilingual education programs?

For state-wide or LEA sponsored programs, generally no evaluation is occurring. There is a reluctance or unwillingness to spend funds. Evaluation consists of counting the number of children served, the number of programs operating, and other imputs. The only major evaluation effort occurring is in Title VII projects. Here the focus has been on setting very specific objectives and measuring the degree to which they were achieved. This has not always been successful - because while mandated - evaluation was not considered an integral part of the project and subsequently, information wasn't used as it should have been. Also, many so-called "evaluators" were not trained adquately to perform their task, thus demands were placed to evaluate projects without a sufficient number of qualified evaluators available. This led to many inappropriate and unreliable evaluations and also contributed to the lack of acceptance, in many instances, of evaluation data.

(5) From your experiences, are bilingual programs effective?

There is insufficient systematic evidence to answer this question completely. From my personal experience and intuition, I say yes. From my first year Title VII evaluation (the summary of which has been submitted for the record) the answer tends toward yes, also.

(6) Is there a need for other kinds of evaluations beyond those that are now in use?

There is a need for a nationally coordinated effort to systematically evaluate projects (not a national evaluation as is the case in Title I and Follow-Through). Such efforts as Title I and Follow-Through are not generally successful because of the size and scope of the undertakings. What is needed then, are local efforts which attack central problems and questions using a variety of approved techniques - all coordinated on a national level so that all the information gathered will fit into a larger picture of effectiveness of bilingual programs.

(7) Is there a need for the development of bilingual education curriculum? At what level?

There is a continuing need for the development of bilingual education curriculum development not only from K-12, but in the pre-school, post graduate, and adult education areas as well.

Curriculum change or revision is taking place at all levels of American public education, too slow to suit some, too quickly to suit others. Bilingual curiculum development is relatively new. Title VII is completing, as you well know its fifth year this year. In limited number of programs nationally (relative to the national need) that developed bilingual curriculum under Title VII, there is a need to reassess, and revise what has been developed to date. And what has been developed to date has inconsequential in face of the need. What is more, little if any, bilingual education curriculum has been developed in the areas of pre-school, post-graduate school, adult education, and of utmost importance - vocational education.

Respectively Submitted By,

John R. Correiro
Director
Title VII Bilingual Project
Fall River, Massachusetts

Senator CRANSTON. Now we have the final panel on the topic of "Federal Directions in Bilingual Education," consisting of Luis Alvarez, executive director, ASPIRA, New York City; and Dr. Francisco Trilla, president, Puerto Rican Association for National Affairs, New York City. We welcome you.

STATEMENT OF LUIS ALVAREZ, NATIONAL EXECUTIVE DIRECTOR, ASPIRA OF AMERICA, INC., NEW YORK CITY; AND FRANCISCO TRILLA, PRESIDENT, PUERTO RICAN ASSOCIATION FOR NATIONAL AFFAIRS, NEW YORK CITY, A PANEL

Mr. TRILLA. I am Francisco Trilla, president, Puerto Rican Association for National Affairs. I come here because of our concern about the education of Puerto Rican children of 77 major cities in the country which face devastating odds with respect to equal education opportunities.

We have assigned the highest priority to bilingual education in the Puerto Rican community. We appreciate your efforts, and the efforts of Senator Kennedy and Senator Montoya, in sponsoring bills S. 2553 and S. 2552. It will be a major achievement if a bill is passed by Congress and the funds requested are allocated to implement such programs.

Our children need and depend on what this bill has to offer, but our experience in the past with similar programs has not been good.

I would urge you to look into this bill in order that measures be taken for the protection of the educational interests of the Puerto Rican children and for the allocation of appropriate funds to meet their educational needs.

I have with me a document I will put in the record with your permission, that is titled: "How Equitable Are Bilingual Bicultural Programs Servicing the Puerto Rico Students?"

This was prepared by the Puerto Rico Association for National Affairs, and gives you information and statistics about our very poor experience in the past. We hope that in years to come we do not have to prepare statements of this sort.

Senator CRANSTON. Thank you for your directness and brevity.

[The material referred to and subsequently supplied for the record follows:]

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pana

PUERTO RICAN ASSOCIATION FOR NATIONAL AFFAIRS
2121 P STREET, N.W. / WASHINGTON, D.C. 20037

PANA Exists because: In 1973 we Puerto Ricans as an ethnic group are predominantly a poverty stricken population, facing discrimination, inequities and injustices in education, employment, housing, health services, the administration of justice, and in participation in the political process.

The exodus to the U.S. has brought our people face to face with the massive gulf that separates the American Dream from the American reality. In the darkness of the barrio in the slums of New York, Chicago, Cleveland, Newark, Philadelphia and other major cities throughout the United States tens of thousands of Puerto Rican families live totally caught in the ranks of poverty. Today a new restlessness can be sensed in our people behind which lies consierable social and economic despair.

The Emergence of PANA

PANA was born in March 1971 out of a serious need for a strong voice and national image for Puerto Ricans in the United States to be felt on national issues affecting our lives. Since our problems are national in scope, PANA's outreach is broad and expansive to bring together determined and responsible Puerto Rican leadership from thoughout the Puerto Rican Community in the U.S.

February 1971 publication of the U.S. Census Bureau. Some key indicators are:

Median School Years Completed by Puerto Ricans (age 25 and over) in U.S.	9.9
National Median	12.6
Unemployment Rate for Puerto Ricans (age 16 and over) in U.S.	~~[illegible]~~ 10.3
National Rate	~~[illegible]~~ 5.9
Family Income of Puerto Ricans in U.S.	$4,969
National Rate	7,894
Median Age of Puerto Ricans in U.S.	18.3
National Rate	28.0
Blue Collar Workers of Puerto Rican Origin (age 16 and over) -- percent of total	63.3
National	47.1
White Collar Workers of Puerto Rican Origin (percent of total)	19.3
National Rate	41.4

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In essence then, regardless of the economic or social indicators used to measure the condition of the Puerto Rican, we in 1972, are found to be very low on the ladder of prosperity in America.

Our children in the barrios throughout 72 mayor cities in this country face devastating odds with respect to equal educational opportunity. This is why we have assigned the highest priority to bilingual education in the Puerto Rican community.

We welcome the efforts of the Senators sponsoring bill S2552 and think it will be a major achievement if the bill is passed by the Congress and the funds requested are allocated to implement the program. Our children need and depend on what this bill has to offer as our experience in the past has not been good.

Other key representatives from the Puerto Rican community who work daily with our educational problems are here today to join with us in support of this effort and at this I would like to present them to you for their statements.

HOW EQUITABLY ARE BILINGUAL-BICULTURAL EDUCATION PROGRAMS SERVICING THE PUERTO RICAN STUDENTS?

A PUERTO RICAN ASSOCIATION FOR NATIONAL AFFAIRS
(PANA) PUBLICATION

INTRODUCTION

".... in recognition of the special educational needs of the large numbers of children of limited English-speaking ability in the United States," Congress passed the Bilingual Education Act (BEA) in 1968 as an amendment to the Elementary and Secondary Education Act (ESEA) of 1965. Defining what these "special educational needs" are, as well as setting the parameters for bilingual programs has been largely left up to the imagination of local educational agencies.

The absence of any clear-cut bilingual policy has lead to the misuse, mis-application and general waste of too precious funds provided for under the law. And, the priority placed on low-income families has created the unfortunate identification of bilingual education with compensatory education.

The following discussion may stir-up debate and dissent. Hopefully, it will create the understanding that the BEA is neither emergency nor compensatory legislation; but that it can be a. conscientious means of providing equal educational opportunities to all children, if it is implemented to its potential.

THE PROBLEM

Although Puerto Ricans have the second largest non-English speaking population (35% of the 2.5 million Puerto Ricans in the United States are of limited English-speaking ability), they have been systematically excluded from full participation in bilingual programs funded under Title VII.

Let the numbers of non-English speaking Puerto Rican pupils--still unreached--speak for themselves: (The Conversion Plan for Title VII, Sept. 1971.)

	# Served	% Served of total state need	Need programs (est. #)
Conn.	1,206	5%	17,282
Mass.	745	5%	13,227
New Jersey	2,000	3%	67,604
New York	11,921	2%	630,329
Penn.	2,992	9%	34,876
Ohio	517	1%	45,039 (Incl.other Sp.Sp.)
Illinois	776	1% (less than)	89,162 (Incl.other Sp. Sp.)

To date, a total of $53,750,000 has financed bilingual programs in 31 states, including Puerto Rico. Only $8,215,798 has gone to major Puerto Rican areas; 15% of total appropriations.

At least 37% or $3,000,000 of this money has financed the education of English-speaking pupils who held 30-66% of the places in bilingual programs carried out in those areas since 1969. At least, $1,811,100 more will be lost to English-speaking pupils during FY 1973.

Over the last three years, Puerto Rican projects enrolled twice as many pupils as did projects in other areas. This was done in an effort to cope with lower budget appropriations providing 50% less per child than in other major areas.

Out of 31 projects presently operating in Puerto Rican areas, only 14 have Puerto Rican project directors. Policy is being established and implemented for Puerto Rican communities by non-Puerto Ricans.

Costly evaluations (siphoning off 10% of project funds) are monopolized by a handful of research companies (non-Puerto Rican), preventing the participation of interested ethnic professionals and research centers.

Poor statistical documentation of the Puerto Rican population and its need in the areas of education and manpower points to the non-interest at official levels. According to the conversion Plan for

Title VII, there are some 7[illegible]7,533 Puerto Rican pupils of limited English-speaking ability, 15.4% of all the non-English speakers in the U.S. Although this figure accounts for Puerto Rican pupils in only five states, it has become the basis for all appropriations to Puerto Rican areas. Some officials in the Office of Education (OE) place the figure at well over 800,000 or 20% of the total.

$5,000,000 has now been appropriated to Puerto Rican areas for FY 1973. That this represents only 12% of total funding is not surprising. For in reality, the Bilingual Education Act (BEA) as it is presently defined and implemented does not represent any tangible commitment to the 76[illegible],318 Puerto Rican children estimated to be in need of programs.[1]

WHAT IS BILINGUAL EDUCATION?

Whether Bilingual Education is a right or a privilege has been a question in many communities as well as at Congressional hearings. Is it simply an efficient means of socializing outsiders to the American language and culture? Or, does it imply certain cross-cultural as well as language requirements? Is it merely the presence of two different language groups in a simultaneous learning situation? Or, does it involve a mutual process of learning and teaching between the majority and minority communities?

In an attempt to define the law more clearly, the OE printed a regulation booklet which interprets the terms and mandates of the law. Section 123.1 defines biligual education as "the use of two languages, one of which is English, as mediums of instruction." According to Section 123.4 the instruction of non-English speaking pupils can be met through activities such as:

1) bilingual education programs; (again, no definition)

2) programs designed to impart to students a knowledge of the history and culture associated with their languages;

3) efforts to establish closer cooperation between the school and the home;

4) early childhood educational programs related to the purposes of this title and designed to improve the potential for profitable learning activites by children;

5) adult education programs related to the purposes of this title, particularly for parents of children participating in bilingual programs;

6) programs designed for dropouts or potential dropouts having need of bilingual programs;

7) programs conducted by accredited trade, vocational, or technical schools; and

8) other activities which meet the purposes of this title.

The components of bilingual education are still undefined. As you can see, educational agencies can use Title VII for funding almost any innovative program they can dream up; some merely providing classes in English as a Second Language, others adding a full complement of ethnic studies taught in the mother tongue.

Believing that diversity is our country's richness, many people have been hopeful that the BEA, Bilingual Educational Act, would capitalize on language and cultural differences using them as curricula, not just tools for learning. On the other hand, pragmatists have been skeptical that legislation for bilingual education will ever come to represent more than emergency measures to alleviate an educational crisis, and reluctant measures at that.

A RATIONALE FOR BILINGUAL SCHOOLING

The fact that the U.S. O.E. has not approved one acceptable approach to bilingualism suggests that the American educational system has not yet fully swallowed the idea of teaching in a foreign language. However, it is also symptomatic of a more serious problem; that it is not really committed to providing a truly equal education to all its citizens; An equal education to the some 800,000 Puerto Rican children in the U.S. means more than teaching English as a second language, and providing a quick transition to regular classes.

It demands:

1) Teaching to read and write effective Spanish as well as English;

2) The continued use of Spanish to teach some subjects -- especially Spanish literature, history and culture;

3) Well designed curricula and materials for teaching Spanish history and culture -- on the elementary and advanced levels,

4) The use of high quality teachers of both languages (all native and highly trained speakers of the language in which they teach) This implies the need for a strong program for Bilingual teacher training.

The Bilingual Education Act was conceived to improve educational opportunities for over a million American children. Yet, discrimination in schools continues as long as they refuse to encourage the self-esteem among its children and pride in their own heritage for achievement.

Critics are quick to protest that this is special, privileged education; we maintain it is merely a right to equal education.

As a result of historical circumstances occuring nearly 100 years ago, Puerto Rico has become a part of the U.S. as a commonwealth. As both American citizens and Spanish-speaking prior to arrival on the mainland, they do not regard it necessary to give up language and culture as downpayment for citizenship as other emigrants had to do in the past. The dual role of the Puerto Rican in our society suggests new patterns of adjustment to the new country, and some educational adjustments, as well.

And why not emphasize language and cultural differences in a pluralistic society? Cross-cultural studies around the world have shown that children learning to read in their native language are able to master reading in the second language more quickly than peers who began in that language; Secondly, they develop better cognitive and concept building skills -- basic tools for all further learning. Two McGill University psychologists have shown that children who have received a balanced education in two languages, and developed normal literacy in both languages are markedly superior to their peers in late adolescence on verbal and non-verbal tests of intelligence.

Secondly, studies of reading readiness conducted by Columbia University in Puerto Rico showed that children's achievement in English was markedly retarded compared to those who learned in Spanish; more interesting -- the Puerto Rican children's achievement in Spanish was markedly superior to American children in the U. S. using their own mother tongue, English! The reason? Spanish is a phonetic language; it is easier to learn as a native language than is English. Thus, Spanish schools are able to begin teaching primary curriculum so much earlier. The spectacular achievements of two Dade County public schools with Cuban children in Miami serve as models for effective bilingual programs. One can choose this route; or one can continue to condemn more children to the vicious cycle of poverty, educational failure and unemployment as plagued by our communities.

IS BILINGUAL EDUCATION EQUAL OR COMPENSATORY EDUCATION?

Unfortunately, recent studies of bilingual projects in the U. S. have shown that non-English speaking children remain in classes taught in the mother tongue only until English is mastered. The children are then transferred to "regular classes." No real effort is made to preserve the mother tongue, or increase its prestige and competence among the students. Such a compensatory-type approach defeats what many educators see as a main goal of bilingual education; to provide a more enriched experience for the non-English speaking child which will aid his developing a more consistent and positive self image. Instead, his own language is regarded as a handicap to be overcome, rather than as the tool for communication, learning and concept development it truly is.

Nowhere is this negative point of view more clearly illustrated than in the law's stipulation "that the project(s) will be carried out only in schools with high concentration of children of limited English-speaking ability from families (1) with incomes below $3,000 per year, or (2) receiving payments under a program of aid to families with dependent children under a state plan approved under Title IV of the Social Security Act." (Section 123.5 of OE Regulations) Ironically, the federal government has transformed supposedly serious educational policy into just another bit of anti-poverty legislation. The consequences are several:

1) It makes the law an issue of the poor, not one of language and learning, obscuring the issue of bilingual education itself.

2) By emphasizing economical as well as language differences, it also opens the door to other disadvantaged groups, or even others in general.

3) Bilingual education, with its eventual goal of enrichment for all Americans is degraded by relating it to conditions of welfare and poverty; in short, the idea of a two-way bilingual education becomes stigmatized for the middle class.

4) Although Section 123.50of the OE Regulations states that non-English speaking children other than those from poverty level families will not be excluded, they are included only "in the area to be served by a project" funded under normal priorities. How many needy Puerto Ricans are excluded in this way?

5) It encourages the idea that speaking a foreign language is a handicap, with all the negative stereotypes that accompany being Puerto Rican, being Black or being poor.

6) It supports the cruel and unrealistic idea that annual incomes above $3,000 are not in many cases "poverty level."

In effect, these children are getting an "educational dole," rather than their inherent right to an equal education. Such a situation only encourages the widely quoted belief that you get more if you're really poor than if you're only half poor.

HOW PUERTO RICAN CHILDREN ARE EXCLUDED FROM PROGRAMS OF BILINGUAL EDUCATION

Are federal funds as they are presently distributed reaching as many non-English speaking children as possible? and, are programs funded under Title VII operating in areas that have the greatest need? Puerto Rican communities throughout the U.S. have failed to receive the maximum funds possible (that they deserve) for two reasons:

1) at least 37% of their total appropriations to date has financed the participation of English-speakers in their programs.

2) although a total of $53,000,000 has gone to 31 states, including Puerto Rico over the last three years, only 15% of these funds has gone to Puerto Rican areas; Puerto Ricans, with the second largest non-English speaking population in the U.S. have been consistently underrepresented.

Bilingual programs were established to equalize educational opportunities for children of limited English-speaking ability. Yet, according to Section 123.51 of OE Regulations:

> "Children in an area to be served who are from environments where English is the dominant language should be allowed to participate in an approved project if such participation would enhance the effectiveness of the project."

BASED ON WHAT CRITERIA IS SUCH PARTICIPATION JUDGED TO BE BENEFICIAL?

To date, a total of $765,684,000 has been spent on 23 projects in the states of Connecticut, Massachusetts, New Jersey, New York and Pennsylvania -- areas with the largest Puerto Rican population in the U.S.[2] As much as $3,000,000 (37%) of this budget has gone to the education of English-speaking pupils, (average cost per pupil in those states was $598), who numbered 30-60% of the estimated 20,527 pupils enrolled.

Children Served: FY 1969 - 1971[3]

	OTE[4]	Eng.-Sp.	Total	%
N. Y.	10,021	2,911	12,932[5]	30%
N. J.	1,789	923	2,712[6]	30%
Mass.	569	296	865[7]	30%
Penn.	1,613	1,379	2,992	46%
Conn.	408	618	1,026	66%
TOTAL	14,400	6,127	20,527	

As of September 1971, the participation of at least 30% English-speakers per project has been specifically required under the Conversion Plan for Title VII. This can potentially reduce the $5,000,000 alloted to Puerto Rican areas for FY 1973 by as much as $1,811,100, if participation rates of English-speaking pupils as quoted above are similar. (cost per child for first year programs has been set at $300.00)

These funds represent only 12% of the total budget to bilingual areas, and there are still an estimated 763,318 non-English speaking pupils in those five states alone who have not yet been helped.[8]

What is more ironic is that the ESEA Title VII Conversion Plan estimates a total of 5.4 million non-English speaking target children of all languages still to be served. The inclusion of 30% English speakers increase this group to 7.7 million -- at an estimated cost of 4.2 billion. Yet, they admit that at the current level of funding they can't even reach all these children until 1990! With the present rate of pupulation growth, they might plan for the year 2000.

What is most absurd is that although English-speakers continue to use up funds for our children, the OE has recommended to the Federal Government that funds remain at a "medium level." What could possibly explain this tragic violation of the original purpose of the law?

Three statements are commonly offered defending the presence of English-speaking pupils:

1) That bilingual classes require the simultaneous presence of two mono-lingual groups: that by definition -- a bilingual class does not truly become "bilingual" until both groups are mixed together.

Such a literal translation of the word bilingual is both absurd and unrealistic. Bilingual classes are truly "bilingual" only after both groups learn the language of the other, and maintain separate functions and use for each of the two languages. However, the Bilingual Education Act -- as implemented -- has subordinated this goal to that of simply taching in a foreign language for the briefest period possible until the minority pupils can function in English.

2) That bilingual classes completely composed of one or the other groups foster educational segregation and discrimination.

But, discrimination to whom? The English-speakers? Homogenous groups of students within one school have always been segregated from each other in separate and unequal classes based on ability and need. "Interest" becomes a variable for grouping later on.

3) That the presence of English-speakers in a class induces the non-English speakers to learn English by providing role models.

This is not a valid assumption for two reasons. Spanish-speaking children are in bilingual programs primarily to learn their curricula, not only to learn English. They are failing in our schools today because they have little or no academic instruction, not specifically because they do not speak English.

Secondly, adequate role models are to be found within their schools and communities. However, the very presence of large numbers of Spanish-speaking people in the U.S. today who have remained locked in their own communities for over 20 years, and resisted learning English at all is some evidence that the presence of English-speakers is not the significant factor in learning to speak English. People learn languages through use and repetition, which in the classroom situtation can be done on a one to one basis: between student and teacher. However, if the teacher has to devote one third of his time to teaching in English for English-speaking pupils, his language teaching efforts must not be too effective.

Apparently, the belief that bilingual programs are in some way providing "special" or "extra" education to the Spanish-speaking has caused a demand for the participation of other children within the community. The Federal Government with its compensatory attitude towards bilingual education has encouraged this feeling of competition, by not underlining the essential point of the Bilingual Education Act, as an attempt at merely equalizing educational opportunities for pupils who cannot use funds appropriated under Titles I or III.

(2) Establishing Equal Appropriations

What are the guidelines established by the law for distribution of funds?

According to Section 703 of the Bilingual Education Act,

> "In determining distribution of funds under this Title, the Commissioner shall give highest priority to States having greatest need for programs pursuant to this Title."

It seems logical, therefore, that areas would receive funds proportionate to the number of children needing programs.

Puerto Ricans and all other non-English speaking groups should receive as much Money as they need to help all their children get an equal education. If there are not enough funds, appropriate more; we do not suggest taking funds from one group to give another.

Instead of committing itself to this ideal, the policy of the U.S. Office of Education seems to be assigning monies on a percentage basis; Puerto Ricans represent 15.4% of all non-English speakers -- so they should receive 15% of total appropriations; Mexican-Americans are 60% of all non-English groups -- so they receive 60% of all funds, American Indians -- 2% etc.

However, these percentages do not represent the real need of each group. Rather, they provide an excuse for actually limiting funds.

Critical examination of program budgets for the largest non-English speaking groups in the United States - Mexican-Americans, Puerto Rican, Cuban and American-Indian - suggests that need itself is not the significant factor in appropriating money; rather, it is the influence of political power and pressure group status - two assets Puerto Rican areas have not yet developed to their potential. How else can one explain that areas with equally severe needs may receive grossly different funds, while other high need areas are virtually overlooked?

Non-English Speaking School Population in U.S.			% of all groups: (5,044,578)
Mexican-Americans	-	3,045,111	60%
Puerto Ricans	-	777,583[9]	15.4%
Cuban	-	73,044[10]	.01%
American Indian	-	129,432	2.6%

Total Ethnic Population in U.S.			% N.E. w/in groups
Mexican-American	-	6,000,000	50%
Puerto Rican	-	2,500,000	35%
Cuban	-	1,000,000	.01%
American Indian	-	827,091	16%

The real need of both Puerto Ricans and Mexican-American areas are almost equal - 35 and 50% of their respective populations are non-English speaking. Consequently, appropriations to both should be relatively high according to these proportions.

However, Budget figures from the OE show that appropriations to all groups have been consistently lower in proportion to their numbers, while appropriations to the Southwest have been well over 50%. Total obligations to date show that Mexican-American groups have received $33,458,607 or 80% of combined funds to major Spanish-speaking areas, while Puerto Rican areas received only $8,215,798 or 19.7%,[11] American Indians received $4,962,307 or .09%, Cubans received approximately $2,246,025 or .04% of all bilingual funds.

Why has the Southwest been able to achieve more recognition of its problems and better funding levels while other areas have not?

In pushing for educational reforms in the Southwest, the Mexican-American groups managed to get funds assigned according to their real numbers, not according to the percentage their children represented. Being more organized and vocal in local politics, and having the representation in Congress of "interested" legislators, they had the necessary power to do this.

This is as it should be; but all groups should be represented as fully as possible too -- irrespective of their ability to make themselves heard or FEARED. This right was "guaranteed" with the passage of Title VII.

The following comparisons are not intended to stir up conflict or competition between peoples whose goals are similar. They do show, however, that the Bilingual Education Act has become an object of politicking and lobby group activity, and that the commitment of the U.S. O.E. is determined by considerations other than just educational need. This defines the guidelines set up by the Bilingual Education Act.

The Mexican-American school population in need is 4 times greater than the Puerto Rican. They should receive 4 times more funding. However, as the following project figures show, in some cases, they have been able to get eight times more programs and money than Puerto Rican areas.

	# Projects	Total Budget	Average Project Size	Average Cost per child
1969[12]				
M.A.	53	$9,410,779	513	$345.96
P.R.	7	$1,921,880	1,041	$263.63
1970[13]				
M.A.	36	$4,147,861	197	$582.24
P.R.	5	$1,056,660	432	$489.19

Conclusions - FY 1969 - 1970:

- Need in the South West is 4 times greater; however, it has set up 7 -8 times as many projects.
- Mexican-American appropriations were 71.9% of the total budget assigned to all Spanish-speaking areas during FY 1969 and 51% during 1970. Although Mexican-American funds decreased over the two periods, so did appropriations to Puerto Rican areas (from 14.7% to 13% of total funds to those areas). Where was the commitment to either the South West or the East?
- Puerto Rican projects were grossly overpopulated. Enrollment in each project was nearly twice that of Mexican-American projects, which were already overcrowded.
- Despite the density of Puerto Rican projects, cost per child was nearly $100 lower than in Mexican-American ones.

1971 (FY) [14]

	# Projects	Total Budget	Average Project Size	Average Cost per child
M.A.	12	$1,630,504	917	$148.12
P.R.	11	$1,418.280	425	$305.20

Conclusions - FY 1971

- Mexican-American areas received 33.5% of total funds to Spanish-speaking areas; Puerto Ricans areas - 29%.
- These percentages are deceiving. Although 1971 brought Puerto Rican areas a significantly higher proportion of total funds, in truth their $1,418,280 is $361,620 more than for FY 1970, but $503,600 less than during FY 1969!
- Although appropriations and project numbers in the South West drastically decreased, they were able to reach proportionally the same number of pupils by increasing project size, and lowering expenditures per child - hardly an ideal condition for adequate classroom instruction.

Over the last three years Mexican-American areas had a total of 101 projects, 83% of all projects to major Spanish-speaking areas; Puerto Rican areas had 23 projects, 17% of the total. The point is: while the East Coast was barely represented in proportion to their need, the South West was over-represented by 26%. In other words, they have not been restricted by a percentage criterion - which is the only fair committed solution for all groups.

Perhaps, New York City provides the best illustration of this situation. It has 82% of the U.S. Puerto Rican population, and some 86,000 non-English speaking children of that origin. To date, it has received only 56% of 13 of the 23 projects cited above. It received $3,926,744 (47.7%) of the $8,215,798 allotted to those Puerto Rican areas.

As a major problem center, New York City has been under-represented. Look at this more reasonable situation. California and Texas combined (which represent a majority of the Mexican-American population in the U.S.) have set up 79 projects - nearly 80% of all projects to major Mexican-American areas.

Proposals Submitted for Title VII Funds

Low levels of funding to Puerto Rican areas are commonly explained away by the suggestion that not enough proposals are received. The following figures show that although the actual number of proposals submitted for Puerto Rican areas have been consistently lower than for the South West, the percentage of those accepted for funding have also been consistently lower. Furthermore, although the number of proposals accepted for New York State more than doubled for FY 1971, the South West continued to have a higher rate of acceptance in general. Why shouldn't the Puerto Rican areas push for the same milestones the South West has made?

It is interesting to note that proposals from Texas continued to be funded in large numbers over the last three years even though other States in the area experienced a serious decline.

Proposals Submitted for Title VII Funds from Major Spanish-speaking Areas:

(FY 1969-1971)

	1969			1970			1971		
	Sub't.	Ac'd.	%	Sub't	Ac'd	%	Sub't	Ac'd	%
Arizona	17	4	25	5	2	40	5	1	20
Calif.	102	26	25	69	19	28	63	8	13
Colorado	8	?	?	5	?	?	3	?	?
New Mex.	26	5	20	5	2	40	5	3	60
Texas	51	18	33	27	12	44	13	7	54
Conn.	4	1	25	3	0	0	3	2	66
Mass.	15	2	13	12	1	8	9	3	33
New Jersey	3	1	33	3	2	66	2	0	0
New York	14	3	20	29	4	11	30	14	47
Penn.	5	?	?	4	0	0	1	1	100

AUDITING AND EVALUATIONS OF BILINGUAL PROJECTS

The conspicuous absence of Puerto Rican or Mexican-American project evaluations is another indication of the reluctance to implement truly bilingual-bicultural programs under Title VII. Over the last three years, 63 projects carried out in major Spanish-speaking areas were evaluated by a total of 16 people. Out of these 16, only one was of Spanish-speaking origin. However, his total activities amounted to only 6% of all projects evaluated; his earnings 3% of the total $354,214 earned by evaluators of those 63 projects!

(?) - Indicate figures unavailable.

How can people evaluate a program of bi-cultural education in any meaningful way if they have no knowledge of the components of that culture? It is no wonder that existing research activities have not lead to a significant or reliable definition of bilingual education and its components to improve these programs for our children.

In fact, according to the Conversion Plan for Title VII - the source for most of the statistics quoted within this text - federal policy for bilingual education is still predicated on the need for more research.

And, the Advisory Committee on the Education of Bilingual Children suggests in a report to the U.S. Commissioner of Education that, "So far the results of research have not been sufficient or have not been sufficiently publicized......" Moreover, they state that "Certain questions concerning bilingual-bicultural education will be laid to rest only by means of conclusive research." They also list a number of urgent topics still needing examination.

A second issue concerns the fact that these audit - evaluation activities are swallowing up precious funds that could put more children in classrooms. As of late 1971, there were an estimated 3,004,526 Mexican-American pupils, 763,318 Puerto Ricans, 325,535 other Spanish-speaking and 126,999 American Indian pupils still in need of bilingual programs.[15]

At least 8-10% of a project's total appropriations are allotted to evaluation and auditing activities. The true value of research activites cannot be overestimated; for nowhere are Puerto Ricans more neglected than in the area of sound statistical documentation. However, over the last three years, a total of 45 auditing activities and 63 evaluations of Title VII projects were controlled by only 16 individual research organizations. Out of a total budget of $9,391,324 for these 63 projects $354,214 went to evaluation and auditing contracts.[16]

What does this mean in terms of program funds? If the average cost per child is $300, that $354,214 could have provided services for approximately 1,174 more non-English speaking pupils!

During FY 1969 and 1970, there were eight Mexican-American projects evaluated by one man. Total project funds were $995,372; this researcher made 8% of those funds for his two evaluations and 2% for his six audits: altogether - $29,082.

The average cost per pupil in those projects was $464.[17] Auditing - evaluation activities in those eight projects replaced the participation of 63 Pupils.

During FY 1969 - 1971, there were nine Puerto Rican projects evaluated by one company. The nine projects were funded for a total of $1,566,748. After doing seven audits and two evaluations, this company made $49,393.

The average cost per pupil in those projects was $598.[19] Auditing - evaluation activities in those nine projects replaced the participation of 82 pupils.

The point is: for what kind of evaluation are those funds going? And, are they worth the toll they take in pupil participation?

MATERIALS AND PRODUCTS FOR BILINGUAL PROJECTS

As the evaluation of programs in Puerto Rican areas is implemented by non-Puerto Ricans, it is not surprising that the actual design and development of these programs is also carried out by non-Puerto Ricans. The centers for curriculum development are all located in non-Puerto Rican areas: San Diego, Austin, Texas, Miami; and the national testing program for developing bilingual tests is located in Stockton, California.

The problems of different Spanish-speaking peoples may be similar, but their goals and methods are by no means the same. Personnel from those centers are naturally more attentive to the needs of their own areas. Yet, they are formulating curricula about Puerto Rican culture for the Puerto Rican child!

To be truly relevant, curricula for bilingual education must be tailored to meet the needs of Puerto Rican areas - considering their own individual goals and handicaps. This can only be done by interested professionals trained and experienced in the life and culture of a people whose future they so badly seek to direct.

The lack of Puerto Rican professionals administering, designing and evaluating their own educational programs is not unusual. In New York City where Puerto Ricans comprise 22% of the entire school population, Puerto Rican professionals hold less than 1% of all positions in the schools.

Again, this is indicative of a national educational policy that disregards the building of self-respect and pride as a basic component to learning.

PUERTO RICAN NEED IN THE AREA OF EDUCATION HAS BEEN CONSISTENTLY IGNORED

To state that Puerto Ricans have been excluded from the administration, design and evaluation of bilingual programs, and to illustrate that fact is not enough. Lack of educational policy, inadequate funds, and poor administration of those funds has held back all groups from full benefit under the law.

However, Puerto Ricans have been consistently ignored, for more than thirty-two years. No accomodation has been made for the fact that they are citizens who have arrived in this country out of necessities different from all previous immigrant groups (even the Mexican-American), and have educational problems unique to their unusual status here.

The passage of the Bilingual Education Act has not changed this situation, nor was it intended to. It has focused its programs on the "poor" and those of "limited English-speaking ability" in general, rather than specifically on the needs of individual groups.

The very history of the bilingual movement in Washington shows that legislation was never initiated on behalf of the Puerto Rican. It took the sudden migration of some 450,000 Cuban refugees into Florida during the early 1960's to force the issue; and it took the Mexican-Americans to get the law written and passed. With their larger numbers, longer residence in the U.S., and consequently louder voice in Washington (or the potential of a larger voting bloc), the Mexican-Americans became the subject of several National Educational Association conferences during the 60's; formed the Mexican American Affairs Unit (an in-house lobby group); and prompted Senator Yarborough of Texas to draft the first bill in 1967, aimed at appropriating funds to the South West.

The Puerto Ricans got included through a rash of similar bills introduced into the House to include "other" non-English speaking groups. Merged into a single measure by a conference committee, those bills became Title VII -- to which the Puerto Rican was included because his needs were similar to those of others, not because of his own needs.

RECOMMENDATIONS

In conclusion, we must require the following if Title VII is to live up to its potential for all non-English speaking children:

1) Clearly defined educational policy in the area of bilingual education that will act as a guide to national consciousness, and commitment to these children. There is a need for a basic philosophical statement on Bilingual - Bicultural Education.

2) Clearly defined parameters for all programs of bilingual education funded under Title VII, with provisions for bilingual education funded under Title VII, teacher training; especially designed curricula and teaching aids relevant to each language group; development of bilingual tests.

3) The understanding that English as a second language is not bilingual education. Convert ESL, English as a second language, funds into Bilingual Education by merging both programs.

4) An elimination of all priorities to low-income families, which makes the issue of bilingualism one of compensatory education - and not equal education.

5) A realistic examination of why English-speakers are taking up valuable places from non-English speakers in programs of bilingual education and the elimination of this administratively imposed requirement.

6) Program funding to be in proportion to the need of the group: 30-40% of all funds should go to Puerto Rican communities both on the mainland and in Puerto Rico.

7) Contracts to Puerto Rican agencies for research activities, development of curriculum, materials and tests for bilingual projects and contracts for the evaluation of these projects.

8) Employment of Puerto Rican administrators in the U.S. O.E. formulating and implementing bilingual policy, as well as project directors administering local projects.

9) The establishment of research centers for curriculum and tests development in the urban Northeast (New York) where a majority of Puerto Ricans reside.

10) Reactivate the National Bilingual Advisory Board for Bilingual projects under Title VII and include a significant number of Puerto Ricans in it.

11) Establish a national consortium to evaluate and design materials for Puerto Rican projects.

12) The most important recommendation is related to the administration of Bilingual education programs funded under Title VII. The former administration of these projects under Bureau of Elementary School Education accepted the poorly defined educational policy and inadequate funds that have prevented bilingual school programs from becoming viable solutions to equal education for millions of children.

Bilingual Education must not be returned to the Bureau of Elementary School Education (BESE).

FOOTNOTES

1. The Conversion Plan for Title VII, September, 1970.
2. The Conversion Plan for Title VII.
3. Statistics from U. S. Office of Education.
4. OTE - other than English.
5. Includes 1,011 Chinese and French pupils.
6. The Conversion Plan for Title VII cites 2,000 Puerto Rican pupils.
7. Includes 20 Portuguese pupils.
8. The Conversion Plan for Title VII; a more detailed breakdown of this figure can be found on p.1.
9. This figure seriously underestimates the total as it only includes non-English speaking school population in Conn., Mass., New Jersey, New York and Pennsylvania. An estimated 30,000 estimated ethnic Spanish-speaking children are in Ohio, Illinois, Michigan, California, Indiana, Florida, and Milwaukee, Wisconsin.
10. Cuban population figures include only Florida and New Jersey.
11. Other sources cite $9,000,000 +.
12. 1969 project areas: M.A. - Ariz., Calif., Colorado., Mich., New Mexico, Texas, and Wisconsin.

    P.R. - Conn., Mass., N.J., N.Y., Penn.
13. 1970 project areas: M.A. - Ariz., Calif., Colorado., New Mexico, Texas, and Washington.

    P.R. - New Jersey, New York.
14. 1971 project areas: M.A. - Calif., Colorado, New Mexico, Texas, Washington.

    P.R. - Conn., Mass., New York., and Penn.
15. The conversion Plan for Title VII, September, 1971.
16. Budget and pupil costs from U.S. Office of Education.
17. Budget and Pupil costs from U.S. Office of Education.
18. Ibid.

THE PUERTO RICAN ASSOCIATION
FOR NATIONAL AFFAIRS

PANA came into existence in March 1971. It grew out of a critical need as recognized by Puerto Ricans in the United States for a strong voice and national image in the influencing of critical issues affecting our community.

The main objective of PANA is to improve the quality of life for Puerto Ricans in this country by insuring positive attitudinal, and institutional change on the conditions of poverty, exclusion, and discriminatory practices which have plagued the Puerto Rican people in this country.

As a national organization concerned with strong advocacy in behalf of the Puerto Rican community, PANA is establishing a communications and social action mechanism in order to bring together determined, responsible Puerto Rican leadership from throughout the U.S. for concerted national action.

Senator **Cranston.** Mr. Alvarez.

Mr. **Alvarez.** I know the hour is late. I have already placed a formal statement in the record. I would just like to address myself to several issues. First, I would like to thank the distinguished senior Senator from California for bearing with us all day.

Senator **Cranston.** Thank you.

Mr. **Alvarez.** Secondly, I want to commend the committee for doing something I think is essential on the question of bilingual education, and that is having omitted an income criteria. I think that the whole concept of bilingual education has been somewhat stigmatizing in the sense that it has focused exclusively on children of low economic backgrounds. The thrust of bilingual-bicultural education should be for all children.

I have just recently returned from working within the Office of Education on the Title VII Bilingual Education Act, and I want to cite the committee and its staff for introducing the establishment of a bilingual education bureau within the legislation. I believe this to be substance in structure, and when one analyzes the structure of OE, one begins to see that the formal placement of bilingual education within the division has not been adequate. Under the concept of a bureau, the bilingual education program will take on added permanency, visibility, and respectability. It will attract additional resources, and more importantly, it can begin to bring in from other legislation, specifically NIE or other parts of OE, funds so that programs can be developed in a comprehensive way and delivery will be much more effective.

I also think that with the establishment of a national advisory council we will begin to bring in from all over the country a component that is very sorely needed, a coalition of educational leaders from all segments of the Hispanic community whose role it will be to advise and grapple with the problems of the successful implementation of bilingual education.

I would like to strongly urge the Senators to consider that this council have its own staff with its own resources, so that it would be able to maintain an independent posture. Furthermore, I would like to urge that it be worked into the legislation that such a council not be appointed by the commission in order to insure its independent status.

One of the things that has concerned me most about bilingual education has been the traditional intragroup rivalries that have been fostered by the Federal bureaucracy through its lopsided allocation of funds. For example, recent statistics indicate that a total of $53.750,000 that has gone to finance bilingual education programs in 31 States, only $8.125.798, or 15 percent of all appropriations have gone to major Puerto Rican areas. Moreover, almost 37 percent of this expenditure has supported the education of English-speaking pupils who held 30–60 percent of the bilingual program slots conducted in those areas since 1969. Moreover, the conversion plan for title VII holds that there are 777,583 Puerto Rican students of limited English-speaking ability, 15.4 percent of all the non-English speakers in the United States. Although this figure accounts for Puerto Rican students in only five States, it has become the basis for all appropriations to Puerto Rican areas. According to some officials in the Office of Education, the figures are well over 800,000 or 20 percent of the total. Because of the tremendous need to secure grants from the Federal Government, the Hispanic community has found itself a house divided, Puerto Ricans against Chicanos, Chicanos against Cubans, and so on down the line. Minority communities simply don't have the time nor the energy to be looking into one another's cupboard to find examples of injudicious bureaucratic fund juggling at which to point an accusing finger.

I would like the committee to seriously consider the establishment of a formula that will try to create an equitable distribution of these Federal funds. The committee cannot allow internal bureaucratic inhibitions to thwart an evenhanded approach to the dispersement of bilingual educational moneys.

I worked very intimately on bilingual programs, and I know Senator Cranston did also, and we saw firsthand what could occur. I cite the bilingual children's television situation as a specific example. I think the time has come in which Federal funds can be brought to bear to create coalitions and create educational opportunities.

The other thing that occurs to me is, as I study the bill, that I would also like to urge the committee to consider a 10-percent set-aside for the use and support of national and local nonprofit private educational organizations.

As I view the situation around the country, and after having worked with State departments of education, I do not think that they really have the technical and financial resources, the capabilities nor the desire to bring about the necessary new bilingual-bicultural models that need to be created for our children.

I think educators to some extent have failed in the area of bilingual education. I submit to you that there are new entities, both private and public, that are successfully grappling with bilingual educational issues, and these can be underwritten so that new innovative programs can be created for our children.

For example, Aspira has a major operation in New York which recently had an experimental bilingual program named Creo, Creating Resources for Educational Opportunities, a project designed to enhance the quality of education to the Puerto Rican youth in New York City by introducing a bilingual mode of classroom instruction combined with coordinated and complementary services centering around the school and family. The program was done in conjunction with Benjamin Franklin High School and was geared to 75 youngsters, youngsters who had all the characteristics of potential drop-outs.

I am happy to say that of those 75, 69 have passed their equivalency high school examinations, and of those 69, 54 students are presently attending colleges and universities. This was not done by the State department of education or the board of education, this was done by Aspira, a private, nonprofit, community based educational agency.

I would like to take this opportunity to have placed in the record the annual report of Aspira of America, which will give the committee greater detail of what some of the private community efforts are doing around the country in education.

In closing, I want to urge all of us to think in terms of bilingual education as not only for non-English-speaking children, but for the entire country. We must bear in mind that although the issue seems to be somewhat explosive, and there is a great deal of resistance and controversy surrounding it, we have to begin to recognize in America that there is strength in diversity. We must begin to support culturally pluralistic efforts because we are a culturally pluralistic society.

I am sorry that Senator Dominick is not here, but I think the time has passed when we could all be stamped out like rows of factory baked cookies. I think we have to reinforce and utilize the culture and strength of all our minorities in order to strengthen the total society.

Thank you very much.

Senator CRANSTON. I thank you for the eloquent statement.

[The prepared statement of Mr. Alvarez with an accompanying attachment follow:]

STATEMENT BY LUIS ALVAREZ, NATIONAL EXECUTIVE DIRECTOR OF ASPIRA OF AMERICA, INC. TO THE SENATE SUB-COMMITTEE ON EDUCATION

October 31, 1973

Gentlemen, the issue which brings us together today is, as you're all aware, of paramount importance to millions of minority children along the length and breadth of this country now hopelessly foundering within American classrooms and to future generations of these same children who, because they don't fit into someone's idea of the proverbial "melting pot," have been forced to suffer the terrible consequences of not only social and political but educational banishment.

All too often, half-hearted, half-funded bilingual programs have catered to the minority child's native heritage only to the degree that they could assimilate the child into anglo culture and the English language. The notion that minority children should have to divest themselves of their native culture and be forced to accept the dominant culture in order to become "good Americans" is unfortunately the reality to this day; it is also a social travesty of the highest order and totally unacceptable as the basis for any framework of bilingual and bicultural education. Indeed, I feel that the philosophical nucleus for any approach to bilingual education must resolve around the idea of cultural pluralism and in the acceptance that diversity of experience, heritage and culture provide a source of identity and strength that our children and nation despera need.

The miniscule percentage of minority children reached by bilingual programs today underscores the need for a total federal, state and local effort toward making public education a significant experience and a useful tool in making social, political and economic advancement for the nation's minorities a reality.

The legislative measures before this committee are progressive steps toward the realization of meaningful bilingual education on a national scale. It is incumbent upon every conscientious public servant of this committee to work toward forging the strengths of both bills into a clear and unequivocating resolution that will be able to emerge from the Senate with nothing less than an emphatic stamp of approval.

Of course, the success of the creation of sound bilingual programs depends upon sound legislative groundwork and planning to insure that every aspect of the problem is touched upon and its solution incorporated. Along those lines I would like to comment upon various aspects of the "Comprehensive Bilingual Education Amendments Act of 1973." and the "Bilingual Education Reform Act of 1973."

Fist of all, I am pleased to note that both bills have stayed away from such formulas as income criterias as a measure of a child's bilingual educational needs an element in governmental policymaking that has previously only served to stigmatize and alienate those children already excluded from the mainstream of national educational opportunities, and have sought to maintain English speaking children in bilingual programs. I see this as a necessary component of bilingual education and one that addresses itself to the idea that English speaking children should be exposed to the riches of the multilingual and multicultural communities.

In view of the magnitude of the problem before us and the lack of progress that has been made in the past, I believe that the Education Reform Act takes the most aggressive strides in the matter of appropriation and length of term. Only the most sweeping legislative measures will guarantee the effectiveness of such a congressional directive. We simply can't afford to compromise the future of our most precious of natural resources, the potential of millions of young, inquiring minds.

I also want to reaffirm the emphasis that this bill places on the development of a pool of trained and qualified bilingual teachers and paraprofessionals who will form the critical element of bilingual programs throughout the country. A teacher who has undergone the trauma of bilingual deficiencies through his or her own educational experience can be of enormous inspiration to a child in search of positive reinforcement from someone of his own background.

Similarly, the amendment to the Adult Education Act should go a long way toward becoming just as strong a role model developing force at home for the child as his teacher is in school. Parents are of course an indispensable part of a child's primary education, and as such must be brought into the forefront of any long range program aimed for minorities. Parents must be made to see the merits of bilingual education through direct exposure to such an experience that will enable them to actively participate in the education of their children.

Although well intentioned, the development of an amendment to the Vocational Education Act within the Education Reform Act needs to have its aim resighted. Too many of our young men and women have gone through the meaningless experience of vocational training, the systematic programming at an early age into an educational dead end frustrated ambitions and an empty future. Only a major redesigning of what has been euphemistically called vocational training into purposeful, professional career opportunities will remove the hollow ring from the resounding failures of past state vocational training programs.

With regard to the administrative sturcture of bilingual education called for by both measures, I would endorse the creation of a separate bureau of bilingual education as included in the Reform Education Act. The advantage of a bureau over the existing division of bilingual education is simply that it would facilitate the consolidation of funds and therefore make it easier to administer and coordinate bilingual programs.

The creation of a 15 member National Advisory Council on bilingual education is a sound concept and I am glad to see that the Education Amendments Act allows for local representation on this advisory body.

Similarly the inclusion of the provision for major participation of individual state education departments is of vital importance to the successful implementation of bilingual education on a state and local level. Historically, we have had a little to do with state departments of education, therefore, this legislation would be an opportunity for states to become sensitized to the educational problems of our bilingual youth. It would afford state departments of education the chance to hire bilingual educators, administrators and teachers and open up new avenues in education.

Bearing that in mind, I would like to urge that funds for developing and implementing not only be made possible for state education departments, but also for private educational agencies like Aspira to assess educational needs and formalize new ideas at the local level.

To conclude, I would like to see incorporated into this legislation some formula that would insure that the various minority groups involved do not wind up bickering among themselves for a larger share of the monetary pie. Such intra-group rivalries have always made us loose sight of the very pressing matters that face our children and us. With that in mind I would recommend to this subcommittee that some independent agency be given the task of auditing the program on a a national basis to insure and to assure all concerned that an equal effort is being made to conbat the nation's educational deficiencies.

If America ever hopes to stem the tide of resentment and anger that has too often resulted in the unleashing of violent frustration from its disenfranchised people, them America must be willing to commit herself to the kind of unprecedented effort that may rekindle a spark of faith from the ashes of broken promises and neglect.

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Aspira
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Report
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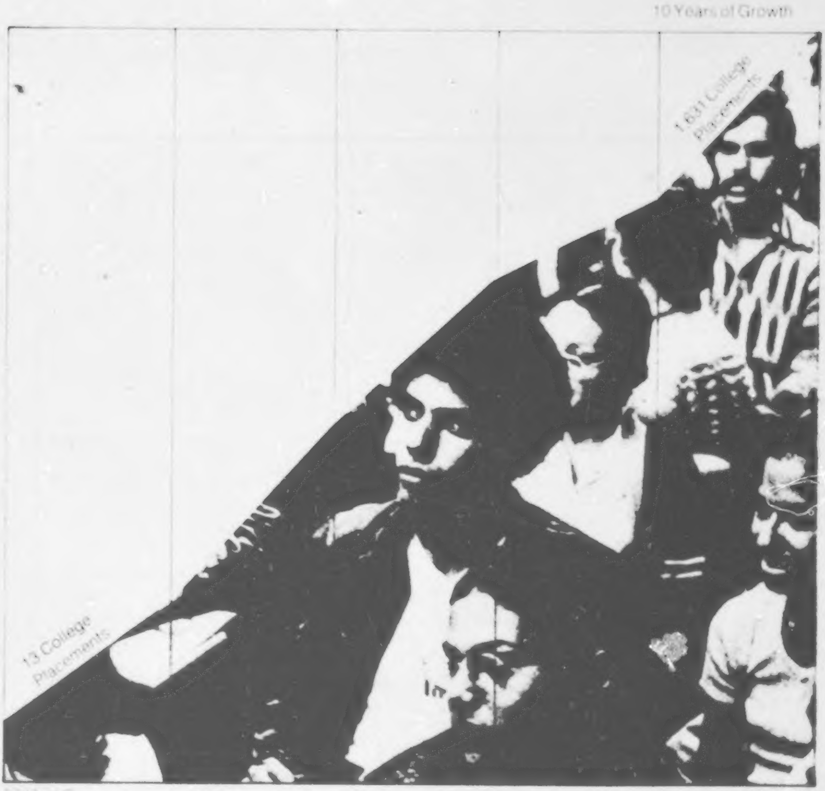

FOREWORD

This is the twelfth year of Aspira's program. Our educational and leadership development counseling programs have continued to serve the Puerto Rican communities of New York, New Jersey, Pennsylvania, Illinois and Puerto Rico. At the same time we have been seizing every opportunity to bring the problems of Puerto Rican youth to the attention of education authorities at the city, state, regional and national levels. Members of Aspira's national and regional boards, staff members, and students have been presenting the case of the nation's Puerto Rican community at conferences, on panel discussions and by taking positions on their local Boards of Education; parents of Aspirantes are active in high school Parents Associations; students, staff and Board campaigned for bilingual teaching in schools with predominantly Spanish-speaking students. As the only national Puerto Rican organization, Aspira has been making itself heard, and at the highest levels. We have witnessed a dawning awareness and a measure of success.

Bilingual education was perhaps the key issue of the year. In both New York and Chicago, Aspira is running its own demonstration bilingual schools, with curricula designed to fit the needs of the community; and in Philadelphia, Aspira worked with the local Board of Education in a recruitment and training program for bilingual teachers.

The experimental CREO (Creating Resources for Educational Opportunity) Program, administered by Aspira of New York, under a two-year grant from the Office of Economic Opportunity in Washington, completed its first year of operation. High school juniors who had previously attended school sporadically, if at all, now stay for tutoring sessions after school, and their grades show a marked improvement.

The Aspira School, administered by Aspira of Illinois, under a grant from the Chicago Committee on Urban Opportunities, was designed for Puerto Rican high school drop-outs. This was their second chance. With intensive bilingual courses, the majority of these students passed their high school equivalency tests and have been admitted to college.

Aspira of Pennsylvania took part in the Philadelphia Board of Education's program to train and recruit bilingual teachers for high schools with a predominance of Spanish-speaking students. Aspira recruited 18 former Aspirantes for this progressive program. Candidates took courses during the summer at Temple University and in September were placed as bilingual teachers in the school system.

Each affiliate serves communities with different needs. Aspira of New Jersey opened a second center to service those Puerto Ricans who live too far from Newark. Several towns surrounding Newark have substantial Puerto Rican communities, including Hoboken, Camden, Jersey City, Paterson and Perth Amboy. The second New Jersey center is located in Hoboken, reaching the Hudson County area.

The National Health Careers program has had another successful year. Of all the professional needs of the Puerto Rican community, the need for doctors is perhaps the most critical. There are currently fewer than 60 Puerto Rican doctors practicing on the Mainland where, on a proportionate basis, there should be 1,800. Our National Health Careers program at the graduate level this year helped 14 students gain admittance to medical school. This figure may not seem impressive on its own, but one should consider that, according to the Association of American Medical Colleges, the national enrollment of first year mainland Puerto Ricans in medical school for 1971-'72 totalled only 40 students. Thus, the Aspira group represents a 38% increase in Puerto Ricans entering medical school nationally.

A key function of the national office is to provide training and technical assistance to the affiliates. Week-long training seminars conducted at each affiliate by the Director of Training and Programs were very well received. Regional Board members also participated in these sessions.

It has been a difficult year for fund raising. Although our original Ford Foundation grant of $750,000 for two and a half years was renewed, it was renewed at a reduced level. One hundred fifty thousand dollars was granted this year by Ford, and next year's allotment of $110,000 is the terminal grant. We are faced with problems of replacing this money with other private funds. This year corporations contributed $127,995, Foundations - $194,892 and the community - $33,800. It is imperative that fresh sources of funds be made available if the national office is to continue to function effectively. The national office ran fund-raising training sessions for the affiliates, so that they could themselves run local fund-raising programs. This accounts, in part, for the diminished private monies raised this year by the national office. Through their own fund-raising efforts, with guidance from the national office, some substantial grants were made directly to the affiliates by local foundations. In Philadelphia, a $52,000 pledge from the Haas Community Fund; in Chicago, $15,000 from the Field Foundation of Illinois; in New Jersey, $12,500 from the Florence & John Schuman Foundation; New York being the original Aspira office, continued to receive many grants directly.

To help broaden the base of our corporate support, a dinner dance was held in May to introduce new corporations to Aspira's program. The dinner was chaired by Gustave Levy and was held in honor of William Levitt, one of Aspira's earliest friends. Thirty-three thousand eight hundred dollars were raised from the more than 400 corporate representatives who attended.

Louis Nuñez, who had been with the agency since its inception, and Executive Director of Aspira of America since 1969, left in June to take the position of Executive Director of the United States Commission on Civil Rights in Washington. This makes him the highest ranking Puerto Rican in the Federal Government. Luis Alvarez returned to Aspira after a year's leave of absence as a fellow in the National Urban Fellows Program of the Ford Foundation. He took over as Executive Director in July.

Gilbert Ortiz, M.D.
Chairman of the Board

Luis Alvarez
National Executive
Director

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ASPIRA PROCESS

New York, New Jersey, Philadelphia, Illinois and Puerto Rico - different places, with different needs, but the heart of the Aspira program remains the same. Aspira offers Puerto Rican students a network of services designed to foster aspiration, awareness, knowledge and a commitment to the Puerto Rican community. Why do Puerto Rican youngsters need these special services? To answer this, we have to look at the probable life of an average Puerto Rican child on the Mainland: he may speak English only marginally, and certainly not as well as other mainland-born children; as a newcomer his family is poor with a living standard far below average; his neighborhood and school are often hotbeds of drugs; at school his teachers treat him with, at best, indifference, at worst, intolerance of his cultural and linguistic heritage. By the time he reaches high school, if he does, he thinks there is something wrong with him. He has rarely experienced success. He has little confidence and sense of self-worth.

In the Aspira program, the Puerto Rican student is given a chance to succeed, is given the training and support needed to work towards realistic educational goals. His Aspira Club gives him a chance to communicate with his peers; gives him a sense of security and unity; gives him the right atmosphere to develop self-confidence.

The programs at the core of the "Aspira Process" are the counseling and leadership development programs.

Counseling --- The Aspira counseling program is an in-depth, on-going service available to all high school freshmen, sophomores, juniors and seniors. The educational counselor's job is to develop the educational and career aspirations of the high school student. The counseling program provides discussion workshops, and lectures, career counseling, personal as well as educational guidance, extra and remedial tutoring. At the core of the counseling program is the one-to-one personal relationship between the counselor and student. The student can rely on his counselor to be accessible to talk over problems, not only educational difficulties, but also personal worries too, which a parent might find difficult to understand. The counselors understand, because they too have experienced the same kind of home and school life, and most important, they have surmounted the obstacles, they have made it through college, and into a good job, a professional career.

The basic objectives of the counseling program are:

- to help ensure that the student continues his education;
- to help ensure that the student is getting the most out of school;
- to encourage the student to develop specific educational career objectives;
- to encourage the student to realize that education is the principal means of achieving his goals.

In the past year, over 7,000 Puerto Rican high school students have taken part in the counseling program nationally.

Leadership Development

The Aspira Club Program is designed to encourage a sense of identity and to develop the leadership qualities of the Puerto Rican high school student. Each affiliate is responsible for a certain number of clubs, usually based in schools with a high percentage of Puerto Rican students. There are also "home clubs" based in the Aspira Center for students at schools without enough Puerto Rican students to merit their own club.

The Club goals and activities are determined by the students themselves, and are related primarily to the educational and community issues of the day. Within the clubs, by designing and carrying out their own programs, the students test and put into practice the new skills that they are acquiring. By taking the floor in elections or discussions, they learn to articulate their ideas. By formulating their own internal club structure and by designing a method of communication with other clubs at other high schools, the students in each city, form a city-wide federation of Puerto Rican students. Each year the structure is slightly different, as the times, issues and students change. Through their newly formed federation, students acting as a unit, learn the power of organization; learn that, united they have a voice, alone they have little or none. They design strategies, carry them out and, finally, are able to see their effectiveness. Thus, active participation in his Club teaches the student the techniques of democratic action, advocacy and the responsibilities of educated Puerto Rican leaders. Students have strong representation on the Boards of the affiliates, thus making the agency truly their own. The benefits of the Aspira leadership development program are felt in the Puerto Rican community. At the college level, former Aspirantes are the leaders of a growing number of Puerto Rican college student groups, which are working to make colleges more responsive to the needs of the Puerto Rican student. As well as returning to take leadership positions at Aspira, former Aspirantes hold positions of responsibility at the city, state and federal level, as well as in private agencies.

These are the fruits of the Aspira process, which will in time achieve for the Puerto Rican community its rightful position in United States society.

ASPIRA OF ILLINOIS

Aspira of Illinois has made a huge difference to the lives of Puerto Rican young people in the area. In 1968 there were 60 Puerto Ricans attending college in the Chicago Metropolitan area. This year alone Aspira has placed 300 students in colleges nationally. The ACF has a record membership of 397 and we have added 8 clubs, making a total of 17.

Aspira of Illinois is fortunate in that the Illinois state policy on financial aid is an enlightened one. All our students who gain a place in college are automatically provided with a financial aid package, adequate for their needs. This happy situation means that Aspira staff have more time to pursue special projects.

Aspira of Illinois is indeed a go-ahead affiliate. It is quick to see the special needs of the area, formulates its own projects to fill them, designs its own fundraising campaigns to fund them and carries them out. This is the target for all Aspira affiliates: the national office providing only technical and financial assistance and acting as a resource on national issues affecting the regional center.

One of the most exciting new programs at Aspira of Illinois is the Aspira School, administered under a grant from the Chicago Committee of Urban Opportunity (CCUO), Neighborhood Youth Corps Program.

This program is aimed specifically at 16 - 18 year old high school droup-outs. These students dropped out when younger, realized that without a high school diploma all but the most menial jobs were closed to them. But where could they turn? Too old to go back to school, they thought, and certainly too great a financial effort. The Aspira School took care of these problems: they were in the company of young people in the same situation, and a small stipend from CCUO made the financial burden lighter.

The 9:30 - 4:00 basic schedule includes courses in math, science, Latin American History, Spanish and English, all taught by a bilingual faculty. A special extra group was formed initially for more advanced students who were preparing directly for their G.E.D.. Students at the school formed a Club with the ACF; they helped renovate and decorate their school premises. All students had weekly counseling sessions, to help orient them to the idea of college.

This year, staff saw the need for a special counseling program for 7th and 8th grade levels, feeding into the high schools. It is here, as nationally, that the first major group drops out. A Talent Search Proposal was written asking for six special counselors to service this younger age group. The program devised consists of an intensive counseling program involving the parents of these students. It is very often the parents who need to be enlightened about the school and college system. Aspira plans to explain to these families the advantages to their children of graduating from high school and acquiring a college education. The financial aid package is explained because parents of 7th and 8th grade students are often deterred by the financial aspect of their children's remaining in school.

Aspira staff sought and won the support of Senators Percy and Stevenson for this program and at present a decision about funding it is pending.

It was found that there are now only four Puerto Rican lawyers in Chicago, and that three of those were trained on the Island. Aspira devised a special program in law with the cooperation of the De Paul Law School. A total of 20 applications were submitted to De Paul and 12 are pending. A community law program is being developed for these students in collaboration with a local law firm.

A civic group from Northern Indiana representing the Spanish-speaking community there called on Aspira for advice and guidance. Having heard about Aspira, they wanted to set up their own group along the same lines. As a result of the aid we were able to give this group, the Inland Steel Ryerson Foundation doubled its annual contribution.

This has been a successful year all around for fundraising. Much of our success is owed to our Board of Governors, in particular Chairman Donald M. Graham and Claude Peck, Jr. who have worked with great enthusiasm on our behalf. On April 13, Donald Graham hosted a corporate luncheon on Aspira's behalf. It is interesting to note that a presentation made by Roberto Ruiz, an Aspirante, most impressed the corporate representatives who attended. By their own efforts, Aspira of Illinois raised $78,718 this year.

The Aspira of Illinois summer program was the most sophisticated and successful yet developed. It was divided into three different programs:

1) The Neighborhood Corps Out of School Program: 80 students ranging from ages 16 - 19 enrolled in a nine month continuous, intensive academic program at Mayfair City College. In addition to English and Spanish, they take experimental math, biology, and social science. At the end of this crash course, they are prepared for the equivalency exam and the job of college placement follows.

2) Special Health Careers Program in which 50 high school juniors and seniors enrolled in a nine week, full-time program to help prepare them for a health career. Courses included math, health careers theory and politics, and weekly hospital visits.

3) College Program: 200 high school sophomores and juniors took part in a liberal arts curriculum, receiving credits in escrow. Part of this course is a special interdisciplinary social science seminar on the Latin American in the United States, with built-in leadership training workshops.

Staff has participated in many complementary activities outside their immediate Aspira duties: lecturing at schools and colleges, to community groups, both in the city and the suburbs. Sylvia Fox, the Executive Director, participated in a wide variety of local Boards, where it was useful to promote Aspira or which led to helpful contacts.

ASPIRA OF NEW JERSEY

When Aspira first opened the Newark Center, they were aware that an administrative problem existed in the fact that smaller cities in Northern New Jersey have sizeable Puerto Rican populations. How were they to service these communities from a Newark Center? This year, under a grant from the Hoboken Model Cities Agency, A Hudson County Aspira Center was established to reach the outlying communities. The Center went into full operation in February. It started with a caseload of 61 students and by the end of the year the caseload had grown to 235, a most encouraging beginning for the new Center.

Aspira of New Jersey has been working closely with several community and educational groups. Aspira heads the committee on Teachers Recruitment of the Mayor's Task Force on Education. A good working relationship with the Mayor's Special Assistance Program of Project Trend has been set up. Project Trend, responsible for funnelling Federal and State funds for educational purposes in Newark, has regularly used Aspira as a resource for information on the needs of Newark's Puerto Rican community.

A staff member has been assigned to the Newark Curriculum Committee, and in this capacity has been able to present the need for Puerto Rican studies within the educational system of Newark.

Aspira is a regular member of the Title 1 Funds Committee and as such is able to influence decisions concerning the bilingual program in Newark.

A system has been set up by which one Aspira staff member will always be present at the Board of Education meetings.

Our Outreach Program has been most successful and has enabled us to put over 1,000 students in touch with more than 45 different colleges. Two good results: many students new to Aspira were attracted to the program; and good working relationships were established with College Admissions officers.

A referral system was set up with colleges admitting Aspirantes, to enable Aspira staff to keep tabs on our students so that the college could call on us for information on the students and we could be kept informed of the student's progress.

Counselors worked closely with the education committees of the Aspira Clubs, in an effort to get information about the Aspira program to all high schools. "Aspira Days" were instituted in the high schools. On these days a counselor and a club organizer set up information desks in the schools to hand out information about Aspira. Students in the Aspira Clubs federation were instrumental in setting up courses in Puerto Rican history and culture in Jersey City and Newark. As a result of this, several schools have requested and received our assistance in developing courses in Puerto Rican history and culture.

Aspirantes made a significant contribution the the New Jersey Puerto Rican Convention and sent delegates to the Boricua-Chicano Conference in Washington.

ASPIRA OF NEW YORK

This has been an active year for Aspira of New York. Aspira staff have been deeply involved in the first major step being made by the City towards bilingual education, the establishment of a Bilingual Office at the New York City Board of Education. Aspira's experimental school, CREO, was visited by Harvey B. Scribner, Chancellor of the Board of Education. Impressed by what he saw, he had this to say, "I see CREO as the beginning of a systematic effort to increase specialized services to segments of the student population with more particularized needs."

Aspira of New York has just completed its 12th year. As the original agency, it is the largest, most complex, and services the greatest number of students. It has a main office at 296 Fifth Avenue which coordinates its three centers, and the new CREO school which opened this year in East Harlem. The three centers are located in the Bronx, Brooklyn, and Manhattan. The Manhattan Center, larger than the others, also houses the Scholarship and Loan Center, the College Retention Program, and is the home of the Aspira Clubs Federation. The new East Harlem location also houses the Parent-Student Guidance Program.

The Centers -- Brooklyn, Bronx, Manhattan

Alongside the regular activities of the Centers, a large number of special projects and community activities took place. Among the diverse activities were:

- The Brooklyn Center became aware that the procedures for administering the College Entrance Examination Board's Preliminary Scholarship Aptitude Test/National Merit Scholarship Test (PSAT/NMS) were blocking Puerto Rican and other minority students from registering. The staff of the center alerted the agency city-wide, and fought for a postponement of the tests which resulted in the registration of the majority of the students who had been blocked.

  Another instance of the staff acting as advocate in a community educational crisis occurred when the community's candidate for principal at a local school was turned down out of hand by the School Board. During the conflict, Aspira provided the community committee with supportive services and put their expertise to work on the community's behalf in presenting the case to the Board of Education.

. With unemployment among teenagers still running very high, Aspira determined to make July and August a constructive period for as many Aspirantes as possible. A city-wide program was designed and operated from the three Centers which enabled some 300 Aspirantes to learn the practical requirements of community involvement; it helped younger Puerto Ricans in need of educational support; and adults who needed instruction in health care and consumer buying practices.

The Aspira Clubs, Federation

The 36 Aspira Clubs in New York now have a membership of some 2,800 students, and, as such, can command attention in the City.

When a tuition fee was threatened by City University, the ACF network got to work and over 500 high school students joined Puerto Rican college students in a well organized protest demonstration.

ACF Board members took part in a series of panel discussions on Channel 25, the Board of Education station; they were also called to testify at the Federal Civil Rights hearings in New York. Four students sit on the Aspira Board of Directors.

Scholarship & Loan Center

The S&LC works with high school seniors. Special counselors concentrate on college placement, career advice and locating financial aid. S&LC statistics for this year reflect the success of the Center: 1,065 students placed in colleges nationwide; $804,646 in financial aid found for the students.

As well as regular counseling sessions, S&LC arrange, once a year, for juniors to meet with college representatives. This year, a two-day session was planned to allow time for informal meetings between college and high school students, college representatives and Aspira staff. The unprecedented number of 170 college representatives came from as far away as California to meet the 2,000 Puerto Rican high school juniors who streamed in during the two days.

College Retention Program

The College Retention Program, designed to cut the drop-out rate of Puerto Rican college students, individually counseled 1,862 students and located $321,295 in financial aid for these students, in this, its second complete year of operation. In only two years CRP has proved that it is a vitally needed program, as the caseload shows. The problems encountered by college students fall into two main areas: lack of financial aid and difficulties with curriculum and the unfamiliar college system. CRP has a main office on 14th Street and offices on the campuses of Fordham, Hunter, John Jay, Long Island University, Manhattan College, Pace and New York University.

The Health Careers Program which is administered by CRP was extremely successful, helping 14 students gain admittance to medical school.

CREO Program

CREO, the latest addition to the Aspira of New York program, successfully completed its first year. A pilot group of 75 Puerto Rican juniors from Benjamin Franklin high school in East Harlem have been attending the Aspira-run CREO school on an intensive 9:00 - 5:00 schedule. The staff of four bilingual Puerto Rican teachers offer the core subjects of English/Spanish, math, science and history with a supportive program of intensive personal and academic counseling. Aspira aims to ensure that all students graduate from high school and gain admittance to college; to provide a model for bilingual education and help reduce the 70% drop-out rate in New York City.

The students in the demonstration project were selected according to characteristics usually shared by school drop-outs, such as low attendance and poor scores on standardized tests.

To complete this first year, it was arranged for the students to spend a month at summer school in Puerto Rico.

ASPIRA OF PENNSYLVANIA

Aspira of Pennsylvania started their year with a severe setback: the 50 places awarded them at Penn State University, after lengthy negotiations, were withdrawn. Staff devoted time and energy into winning back these places for Puerto Rican students, and eventually did win back 35 places. Local radio stations helped Aspira in a recruitment drive to fill these last minute places. Students from all around the state called and came to the Aspira Center, and the places were filled.

Despite the slow start, more than 80 students were placed in colleges, and approximately $160,000 in financial aid was found for them.

Although Aspira's main aim is to ensure that students graduate from high school and go on to college, it is pointless to ignore the high school seniors who choose to find a career that does not require a college education. It is often these students who are most in need of guidance in their choice. For this reason a special career counselor has been added to the staff. By making contacts in the right places, he has been able to help Aspirantes identify careers in fields such as government and industry. Working in liaison with the Civil Service Commission at the State, Local and Federal level, with the Equal Employment Opportunity Commission, the State Commission on Human Relations, and a new group, Abacus, the groundwork has been set for positive aid to this particular group of students.

The Board of Education sought Aspira's guidance and help in their recruitment drive for bilingual teachers. Having identified the need for more bilingual teachers in Philadelphia's high schools, the Board, aware of Aspira's special knowledge in this area, sought help in the recruitment drive. Aspira was able to find 18 Puerto Rican candidates for the program, who took intensive courses at Temple University during the summer and were placed as bilingual teachers in the school system.

STUDENT ACTIVITIES

The Aspira Club Federation two-day seminar, an annual event, gives the new ACF officers a chance to get to know each other and to discuss plans for the year. The meeting this year focused on problem solving, action planning, the Puerto Rican stereotype in Philadelphia and public speaking. With the addition of two new clubs, the ACF now consists of ten clubs with a membership of over 500 students. This year, 100 new students were attracted to the program.

Summer workshops arranged by the agency in coordination with the Aspira Clubs Federation and community agencies were particularly successful. Over 114 students attended discussions on such subjects as drug abuse, teenagers and V.D., community action and planning for higher education.

Special trips and cultural activities were arranged for students and their parents: trips to Wildwood and French Creek; 300 students went to the Temple University festival; 300 parents and students attended a performance by Jose Greco; 200 students attended concerts by the Philadelphia Philharmonic.

Aspirantes took part in a special six-week leadership program organized by Chestnut Hill College, which, among other activities, took them to Washington to see Congress in action and to a variety of New York City museums.

ASPIRA OF PUERTO RICO

Perhaps the most important factor to be considered at Aspira of Puerto Rico is the relationship with the University of Puerto Rico. Most of the Aspirantes aim at enrolling here, due to the virtually impossible financial burden a mainland university or college would impose.

Aspira staff have for some time been trying to get the University to make some changes in their extremely rigid entrance requirements. This year we made a break-through: a special experimental program for students with academic promise but lacking the exact entrance requirement was instituted. Fourteen Aspirantes were admitted under this special program and Aspira has undertaken to continue with intensive counseling and extra tutorial work with these students.

Another special program at the University, begun at Aspira's request, was a part-time evening program for students who cannot afford to attend full-time and must keep their daytime jobs.

According to the agreement, the 50 Aspirantes who entered the University last year, continue to receive tutoring sessions from Aspira staff. The success of this process is evident, in that there have been no drop-outs, despite some very real difficulties: social sciences and humanities are taught primarily via the lecture method in English. A poor student coming from the public school system will find this a great set-back. We are working with university officials to find an alternative to this method.

Our final achievement for the year was to get the University to agree to admit 75 of our students for the coming year. What was of particular note was the fact that this agreement came after only two weeks, such is the reliable reputation our staff and students have managed to build. Part of these negotiations were carried out by graduating high school seniors who formed a group called "Futuros Universitarios de Aspira".

We were approached this year by the Department of Labor, Job Opportunities Section, and were asked to run a tutorial and counseling program for 30 young people, and we organized and ran remedial summer courses in English, Spanish and Math.

Under the national Health Careers Program, we identified 20 college students interested in the possibity of pursuing a career in medicine. Special seminars were set up for these students, including visits to hospitals and health agencies. Students took part in a summer internship program in various health institutions arranged by Aspira. Our health counselor formed such a good relationship with the University of Puerto Rico that the group was granted free use of space for meetings in the University.

This year has seen the establishment of the Aspira Theater Workshop, which has staged several successful productions, under the guidance of experienced professional actors. We have managed to keep the Ponce Center open, despite inadequate facilities and staff problems, and are planning for full-time operation next year.

ASPIRA of AMERICA, INC. and AFFILIATES

COMBINING BALANCE SHEET, June 30, 1972

(Note 1)

ASSETS:	Aspira of America, Inc. and Affiliates Combined	Aspira of America, Inc.
Cash	$207,121	$37,729
Certificates of deposit	65,575	
Security deposits	7,345	950
Funds receivable	50,813	21,750
Land and buildings (Note 2)	131,009	
Office equipment	37,551	
Intercompany receivable (payable)	-	8,000
Other, principally salary advances	18,349	
	$517,763	$68,429
LIABILITIES and FUND BALANCES:		
Mortgages payable	$ 31,416	
Accounts payable and accrued liabilities	56,850	$ 4,753
Total liabilities	88,266	4,753
Fund balances, June 30, 1972	429,497	63,676
	$517,763	$68,429

The accompanying notes are an integral part of the financial statements.

ASPIRA of AMERICA, INC. and AFFILIATES

COMBINING BALANCE SHEET, June 30, 1972

(Note 1)

Aspira of New York, Inc.	Aspira, Inc. of New Jersey	Aspira, Inc. of Pennsylvania	Aspira, Inc. of Illinois	Aspira, Inc. of Puerto Rico
$ 87,299	$11,308	$ 5,083	$45,981	$19,721
65,575				
4,740	1,125	30		500
	5,342		13,803	9,918
113,817		17,192		
13,302	9,102	6,108	1,070	7,969
		(8,000)		
9,644	1,501		4,334	2,870
$294,377	$28,378	$20,413	$65,188	$40,978
$ 26,139		$ 5,277		
31,301	$ 2,294	2,309	$11,760	$ 4,433
57,440	2,294	7,586	11,760	4,433
236,937	26,084	12,827	53,428	36,545
$294,377	$28,378	$20,413	$65,188	$40,978

ASPIRA of AMERICA, INC. and AFFILIATES
COMBINING STATEMENT of RECEIPTS, EXPENDITURES and CHANGES IN FUND BALANCES (Note 1)
for the year July 1, 1971 through June 30, 1972

	Aspira America, Inc. and Affiliates Combined	Aspira of America, Inc.
Receipts:		
Contributions:		
Foundations	$ 442,834	$194,892
Corporations	188,797	127,995
Community	46,493	33,800
Governmental grants	911,821	71,250
Interest and other	22,412	2,187
	1,612,357	430,124
Transfers from Aspira of america, Inc.	-	(325,269)
Total receipts	1,612,357	104,855
Expenditures:		
Personnel and fringe benefit costs	1,263,902	111,667
Program costs	115,014	20,323
Development costs	50,982	23,565
Administrative and other:		
Space costs	109,207	14,201
Equipment, including rentals	74,876	4,862
Consumable supplies	52,577	4,437
Board of Directors	8,246	6,796
Other	73,389	6,742
Total expenditures	1,748,193	192,593
Excess of (expenditures over receipts) receipts over expenditures	(135,836)	(87,738)
Fund balances, June 30, 1971	543,836	151,414
Adjustments to June 20, 1971 fund balances, principally to record cost of previously unrecorded fixed assets	21,497	
Fund balances, June 30, 1972	$ 429,497	$ 63,676

The accompanying notes are an integral part of the financial statements.

ASPIRA of AMERICA, INC. and AFFILIATES

COMBINING STATEMENT of RECEIPTS, EXPENDITURES

and CHANGES IN FUND BALANCES (Note 1)

for the year July 1, 1971 through June 30, 1972

Aspira of New York, Inc.	Aspira, Inc. of New Jersey	Aspira, Inc. of Pennsylvania	Aspira, Inc. of Illinois	Aspira, Inc. of Puerto Rico
$126,475	$ 55,250	$12,500	$ 53,717	
	11,550	3,000	25,702	$ 20,550
9,760	1,973	960		
691,093	41,689		43,782	64,007
13,973	1,035	945	2,258	2,014
841,301	111,497	17,405	125,459	86,571
122,630	45,735	44,434	47,095	65,375
963,931	157,232	61,839	172,554	151,946
673,847	131,733	69,050	161,876	115,729
64,552	5,158	6,864	8,729	9,388
25,000				2,417
68,871	10,193	992	9,600	5,350
61,721	4,898	1,477	1,918	
37,563	4,517	1,415	2,515	2,130
1,450				
40,142	8,226	6,361	4,334	7,584
973,146	164,725	86,159	188,972	142,598
(9,215)	(7,493)	(24,320)	(16,418)	9,348
246,152	29,342	19,885	69,846	27,197
	4,235	17,262		
$236,937	$ 26,084	$12,827	$ 53,428	$ 36,545

ASPIRA of AMERICA, INC. and AFFILIATES
NOTES to COMBINING FINANCIAL STATEMENTS

1. The combining financial statements include the accounts of Aspira of America, Inc., and affiliates: Aspira of New York, Inc., Aspira, Inc. of New Jersey, Aspira, Inc. of Pennsylvania, Aspira, Inc. of Illinois and Aspira, Inc. of Puerto Rico. Aspira of America, Inc. is a national organization which coordinates and maintains a unified Aspira program for all Aspira affiliates. Major functions of the national office are to develop programs, raise funds, train personnel and provide financial and administrative support.

   Aspira of America, Inc. and Aspira of New York, Inc. maintain their accounts on a modified accrual basis; however, their financial position and results of operations would not be materially different if the accounts were maintained on a generally accepted accrual basis.

2. As is common with many non-profit organizations, Aspira of America, Inc. and affiliates, except for Aspira, Inc. of Puerto Rico, do not provide for depreciation on property and equipment since such assets are purchased from donated funds and it is expected that replacements or additions will be likewise acquired. Depreciation for the year amounting to $1,096 is recorded over the estimated useful lives of the assets and is computed using the straight-line method.

LYBRAND, ROSS BROS. & MONTGOMERY
CERTIFIED PUBLIC ACCOUNTANTS

COOPERS & LYBRAND
IN PRINCIPAL AREAS
OF THE WORLD

To the Board of Directors of
Aspira of America, Inc.:

We have examined the combining balance sheet of ASPIRA of AMERICA, INC. and AFFILIATES (Note 1) as of June 30, 1972 and the related combining statement of receipts, expenditures and changes in fund balances for the year then ended. Our examination was made in accordance with generally accepted auditing standards, and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the aforementioned financial statements present fairly the combined financial position of Aspira of America, Inc. and Affiliates and the individual financial positions of such Affiliates at June 30, 1972 and the combined and individual results of their operations for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year.

Lybrand, Ross Bros. Montgomery

New York, August 15, 1972; except with
respect to Aspira, Inc. of New Jersey
and Aspira, Inc. of Puerto Rico for
which the dates are September 12, 1972
and September 20, 1972, respectively.

ASPIRA DIRECTORS

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ASPIRA OF AMERICA, INC.

BOARD OF DIRECTORS

Gilbert Ortiz, M.D.
Chairman

Antonia Pantoja
Vice Chairman, Program

Francisco Trilla, M.D.
Vice Chairman, Finance

Hilda Hidalgo
Secretary

Maria Cerda
Treasurer

Jose A. Cabranes

Ruben I. Cruz

Domingo Martinez

Edward G. Ortiz

Sixto Toro Cintron

Antonio Berrios

Angel Candelaria

Blanca Cedeño

Iris N. Corchado

Isolina Ferre

Olga S. Gandara

Edwin Maldonado

Jose Ramon Morales

Reynaldo Reyes

John Rios

Eduardo Rivera

Juan Vera

ASPIRA OF AMERICA, INC.

NATIONAL SPONSORS COMMITTEE

CHAIRMAN

William J. Levitt
President
The Levitt Foundation

The Honorable Herman Badillo

John R. Bunting, Jr.
President
First Pennsylvania Bank & Trust Company

Manuel A. Casiano, Jr.
Administrator
Economic Development Administration

Patrick Crowley, Esq.
Crowley, Sprecher, Barrett & Karaba

Donald M. Graham
Chairman of the Board
Continental Illinois National Bank & Trust Company of Chicago

Floyd D. Hall
Chairman
Eastern Airlines, Inc.

Donald P. Kircher
President
The Singer Company

William W. Keeler
Chairman of the Board
Phillips Petroleum Company

Edward J. Lenihan
Vice President in Charge of Marketing & Urban Affairs
Public Service Electric & Gas Company

Teodoro Moscoso
Chairman of the Board
Commonwealth Oil Refining Company

Angel M. Rivera
President
Banco Credito y Ahorro Ponceno

Samuel J. Silberman
President
Gulf & Western Foundation

Louis Stulberg
President
International Ladies' Garment Workers Union

ASPIRA AFFILIATES

Summary of Clubs & Services

July 1, 1971 - June 30, 1972

	Intake	Cumulative Caseload	Club Membership	Clubs	College Placement
New York (Divisions in Bronx Brooklyn & Manhattan)	5,076	5,206	2,800	36	1,065
Illinois	264	693	397	17	300
New Jersey (Divisions in Hudson County, Jersey City and Perth Amboy)	395	835	320	9	124
Pennsylvania	127	367	500	10	80
Puerto Rico (Division in Ponce)	277	597	500	12	63
Aspira Nationwide Total	6,139	7,698	3,917	84	1,631

CONTRIBUTORS TO ASPIRA

1971 - 1972

I. FOUNDATIONS

ASCOLI (MARION R.) FUND

CAMP (SAM & LOUISE) FOUNDATION, INC.

CARNEGIE CORPORATION OF NEW YORK

CHICAGO COMMUNITY TRUST, THE

CLARK (ROBERT STERLING) FOUNDATION INC.

EDWIN GOULD FOUNDATION

EDUCATIONAL & SCIENTIFIC FOUNDATION OF ILLINOIS MEDICAL SOCIETY

ELJABAR (WALLACE) FOUNDATION

FELS (SAMUEL S.) FUND

FIELD FOUNDATION OF ILLINOIS, INC.

FOREST FUND, THE

FORD FOUNDATION

GRANT FOUNDATION, INC., THE

KLINGENSTEIN (THE ESTHER A. & JOSEPH) FUND, INC.

NEW YORK TIMES FOUNDATION, INC.

PHILADELPHIA FOUNDATION, THE

ROCKEFELLER BROS. FUND.

FOUNDATIONS (Cont'd)

POLICE DEPARTMENT CHARITY FUND

RIVERSIDE CHURCH, THE

SAGE (RUSSELL) FOUNDATION

SCHERMAN FOUNDATION, INC., THE

SCHUMANN (THE FLORENCE & JOHN) FOUNDATION

SEYBERT (ADAM & MARIA SARAH) INSTITUTION FOR POOR BOYS & GIRLS

SRA FOUNDATION

STONE (W. CLEMENT & JESSIE V.) FOUNDATION

VICTORIA FOUNDATION, INC.

WALLACE (DeWITT) FUND, INC.

II. CORPORATIONS

A. National Sponsors - Gifts of $5,000 and Over

AMERICAN TELEPHONE & TELEGRAPH COMPANY

BANCO CREDITO Y AHORRO PONCENO

CNA FINANCIAL CORPORATION

COMMONWEALTH EDISON COMPANY

COMMONWEALTH OIL REFINING COMPANY

EASTERN AIRLINES, INC.

GOLDMAN SACHS & COMPANY

GULF & WESTERN INDUSTRIES, INC.

INTERNATIONAL BUSINESS MACHINES CORPORATION

INTERNATIONAL LADIES GARMENT WORKERS UNION
(DAVID DUBINSKY FOUNDATION)

NEW YORK LIFE INSURANCE COMPNAY

PHILLIPS PETROLEUM COMPANY

SAHARA COAL COMPANY

SCHULTON, INC.

SEARS ROEBUCK & COMPANY

SINGER COMPANY

STANDARD OIL COMPANY (NEW JERSEY)

UNITED STATES STEEL CORPORATION

II. CORPORATIONS

B. Other Contributors - Gifts of $100 to $4,999

AIR PRODUCTS AND CHEMICALS, INC.

AIR REDUCTION COMPANY, INC.

ALLIED MILLS, INC.

AMERICAN AIRLINES, INC.

AMERICAN BANK AND TRUST COMPANY

AMERICAN METAL CLIMAX, INC.

AMERICAN NATIONAL BANK AND TRUST COMPANY OF CHICAGO

ANIBAL L. ARSUAGA, INC.

ARTHUR ANDERSEN AND COMPANY

ASE CARPENTRY CONTRACTORS, INC.

ATLANTIC RICHFIELD COMPANY

AVON PRODUCTS, INC.

BAMBERGERS

BANCO DE PONCE

BANCO POPULAR

BANKERS TRUST CORPORATION

BEAUNIT CORPORATION

BELDING HEMINWAY COMPANY, INC.

BELL TELEPHONE COMPANY OF PENNSYLVANIA

SANFORD C. BERNSTEIN AND COMPANY

BIRD CONSTRUCTION COMPANY, INC.

BORDEN, INC.

BORG WARNER COMPANY

BORINQUEN EXPRESS

BOWERY SAVINGS BANK

BRISTOL-MYERS COMPANY

BULLARD-AYLOR, INC.

BUSTELO COFFEE ROASTING COMPANY

B.V.D. COMPANY

CARSON PIRIE SCOTT AND COMPANY

CERTAIN TEED PRODUCTS CORPORATION

CERVECERIA INDIA

CHASE MANHATTAN BANK

CHEMICAL BANK

CHICAGO, ILLINOIS, MILWAUKEE, ST. PAUL & PACIFIC RAILROAD COMPANY

C.I.T. FINANCIAL CORPORATION

COLGATE PALMOLIVE COMPANY

COLUMBIA BROADCASTING SYSTEM, INC.

COMPTON ADVERTISING COMPANY

CON AGRA

CONSOLIDATED EDISON COMPANY OF NEW YORK, INC.

CONSOLIDATED CIGAR CORPORATION

CORPORATION (Con't)

CONTAINER CORPORATION OF AMERICA

CONTINENTAL CAN COMPANY

CONTINENTAL ILLINOIS NATIONAL BANK AND TRUST COMPANY OF CHICAGO

COWLES COMMUNICATIONS, INC.

DEAN INDUSTRIES

DRY DOCK SAVINGS BANK

EASTMAN DILLON UNION SECURITIES AND COMPANY, INC.

EPSTEIN (A) AND SONS, INC.

EQUITABLE LIFE ASSURANCE SOCIETY OF THE UNITED STATES

ERNST AND ERNST

ESSO STANDARD OIL COMPANY

FIDELITY UNION TRUST COMPANY

FIELD ENTERPRISES, INC.

FIRST BOSTON CORPORATION

FIRST FEDERAL AND LOAN ASSOCIATION OF PUERTO RICO

FIRST FEDERAL SAVINGS AND LOAN ASSOCIATION

FIRST NATIONAL BANK OF CHICAGO

FIRST NATIONAL CITY BANK

FIRST NATIONAL CITY BANK (PUERTO RICO)

FIRST PENNSYLVANIA BANKING AND TRUST COMPANY

FOOTE, CONE AND BELDING COMMUNICATIONS, INC.

GENERAL ELECTRIC COMPANY

GENERAL MOTORS OVERSEAS OPERATIONS

GENERAL TELEPHONE AND ELECTRONICS CORPORATION

GOYA FOODS, INC.

GRAND UNION COMPANY

GULF OIL CORPORATION

HARRIS TRUST AND SAVINGS BANK

HART SCHAFFNER & MARX

HARWOOD COMPANIES, INC.

HILLS SUPERMARKETS, INC.

HILTON INTERNATIONAL

HOOKER CHEMICAL CORPORATION

ILLINOIS BELL TELEPHONE COMPANY

INLAND STEEL COMPANY

INTERNATIONAL PAPER COMPANY

INTERNATIONAL TELEPHONE AND TELEGRAPH CORPORATION

IRVING TRUST COMPANY

ITT AETNA CORPORATION

ITT CARIBBEAN MANUFACTURING COMPANY, INC.

JERVIS CORPORATION

JEWEL COMPANIES, INC.

CORPORATIONS (Con't)

KENNECOTT COPPER CORPORATION

KINNEY NATIONAL SERVICE

KIRSCH BEVERAGES, INC.

KRAFTCO CORPORATION
- KRAFT FOODS DIVISION
- SEALTEST FOODS DIVISION
- BREAKSTONE SUGAR CREEK FOODS DIVISION

KRESGE (S.S.) COMPANY

LERNER STORES CORPORATION

LEVITT & SONS PUERTO RICO, INC.

MACY (R.H.) AND COMPANY

MAIDENFORM, INC.

MANUFACTURERS HANOVER TRUST COMPANY

MARSHALL FIELD AND COMPANY

MERRILL LYNCH PIERCE FENNER AND SMITH, INC.

METROPOLITAN LIFE INSURANCE COMPANY

METROPOLITAN STRUCTURES

MOBIL OIL CORPORATION

MONTGOMERY WARD & COMPANY, INC.

MUTUAL BENEFIT LIFE INSURANCE COMPANY

NABISCO, INC.

NATIONAL NEWARK AND ESSEX BANK

NEW ENGLAND PETROLEUM CORPORATION

NEW JERSEY BELL TELEPHONE COMPANY

NEW YORK TELEPHONE COMPANY

NORTHERN TRUST COMPANY

OCCIDENTAL PETROLEUM CORPORATION

OGILVY AND MATHER, INC.

O'NEIL AND BORGES

OSCAR MEYER AND COMPANY

PEOPLES GAS LIGHT AND COKE COMPANY

PFIZER, INC.

CARL H. PFORZHEIMER AND COMPANY

PHELPS DODGE PUERTO RICO CORPORATION

PHILLIP MORRIS, INC.

PITCAIRN COMPANY

PLAZA PROVISION COMPANY

PLAYBOY CLUB

PONCE DE LEON FEDERAL SAVINGS AND LOAN ASSOCIATION

PRUDENTIAL INSURANCE COMPANY OF AMERICA

PUBLIC SERVICE ELECTRIC AND GAS COMPANY

PUEBLO INTERNATIONAL, INC.

PUERTO RICAN CEMENT COMPANY, INC.

PUERTO RICO TELEPHONE COMPANY

CORPORATIONS (Con't)

QUAKER OATS COMPANY

RAPID AMERICAN CORPORATION

RCA CORPORATION

REXCO INDUSTRIES, INC.

R.J. REYNOLDS TOBACCO COMPANY

R.R. DONNELLY AND SONS COMPANY

SCHERING CORPORATION

SEAMEN'S BANK FOR SAVINGS IN THE CITY OF NEW YORK

SIGNODE CORPORATION

SMITH KLINE AND FRENCH LABORATORIES

STAR-KIST FOODS, INC.

SUN OIL COMPANY

TIME, INC.

TRANS UNION CORPORATION

UNION DE TRABAJADORES LA INDUSTRIA DEL CEMENTO DE PUERTO RICO

UNIVERSAL CONSTRUCTION COMPANY

UNIVERSAL OIL PRODUCTS, INC.

URBAN INVESTMENT AND DEVELOPMENT COMPANY

VAN CAMP SEA FOOD COMPANY

WARNER COMPANY

WARNER-LAMBERT COMPANY

WARWICK ELECTRONICS, INC.

WESTERN ELECTRIC COMPANY

WOOLWORTH (F.W.) COMPANY

YOUNG AND RUBICAN INTERNATION, INC.

ZENITH RADIO CORPORATION

III. GOVERNMENT GRANTS

United States Office of Economic Opportunity	National
City of New York Council Against Poverty	New York
Commonwealth of Puerto Rico	New York
Special Service - United States Office of Education	New York
Talent Search - United States Office of Education	New York
United States Office of Economic Opportunity	New York
Neighborhood Youth Corps of Chicago	Illinois
Hoboken Model Cities	New Jersey
Department of Community Affairs of New Jersey	New Jersey
Talent Search - United States Office of Education	New Jersey
Talent Search - United States Office of Education	Puerto Rico
Commonwealth of Puerto Rico	Puerto Rico

Senator CRANSTON. I would like to ask one question of each of you. I would appreciate a brief, but very candid, response.

As I trust you know, I was engaged in a long series of discussion and other actions with the administration which eventually led to the establishment of the bilingual education program as a division within the Office of Education. The bill that I have introduced now established a bilingual division under the law. Senator Kennedy's bill, as you indicated, puts the program at the level of a bureau.

Our goals are of course the same. We want to see the bilingual program in a much higher level in the office and with a far greater priority given to this work.

I would like to hear your suggestion on what Congress can do to keep the bilingual program from being so ignored by the administration.

Do you have any specific suggestions on that single point?

Mr. ALVAREZ. I can tell you quite candidly, just coming out of the Office of Education, that I would strongly recommend that we remove that program from the Office of Education and that we do what we have done with the National Institute of Education, reporting directly to either the Under Secretary of Education or the Commission.

I don't think that within OE there is any sensitivity to bilingual education nor any desire to insure its success. A quick glance at the history of OE with regard to bilingual educational programs can attest to this. OE, for example, has never even enunciated a formal policy on bilingual education. All the efforts in bilingual education have come from the legislative process. I can't help but feel that they see this process as a source of fundraising.

Furthermore, I note the omission of any high officials of the Office of Education during these hearings. I would inquire where Dr. John Ottina, Commissioner of Education, is? Where is Dr. Thomas Glennon, the Director of NIE? Should they not be here listening firsthand to this very important and new legislation?

Senator CRANSTON. What did you mean by your statement that they view it as a fundraising mechanism?

Mr. ALVAREZ. They only see bilingual programs at the legislative process as a mechanism for attracting new funds.

Senator CRANSTON. New funds to be used in another way?

Mr. ALVAREZ. No. They use it for the same thing, but they seldom take technology money. They seldom take dissemination money, research money and package it under bilingual programs.

Senator CRANSTON. I get your point. Mr. Trilla?

Mr. TRILLA. Mr. Alvarez is not only the expert, but more eloquent than I am, and I support wholeheartedly what he has said.

Senator CRANSTON. Thank you very much.

That concludes our hearing. I want to close by thanking Gary Aldridge of my staff for his excellent work in preparing this hearing together with the staff members of the other members of this committee. I would like to thank the minority staff—Roy Millenson and Robert Treg—for preparing helpful written comparison of Senator Kennedy's bill and my own bill. It will be made a part of the record of this hearing and I know it will be helpful to all of us.

At this time I order printed in the record the comparison of bills I mentioned along with all statements and material submitted for the record by persons unable to be present for this hearing.

[The following material was subsequently supplied for the record:]

(Minority Staff Memorandum)

COMPARISON OF BILINGUAL EDUCATION BILLS

Kennedy Bill (S-2552)	
Short Title: Bilingual Education Reform Act of 1973 (Sec. 1)	**Short Title:** Comprehensive Bilingual Education Amendments Act of 1973 (Sec. 1)
Statement of Purpose	**Statement of Purpose**
To improve bilingual and bicultural educational opportunities for children of limited English-speaking ability. (Sec. 2)	To amend Title VII of the Elementary and Secondary Education Act of 1965 to extend, improve, and expand programs of bilingual education, teacher training, and child development. (Sec. 2)
Declaration of Policy	**Policy**
Amends Sec. 702, ESEA, by striking out that which precedes "declares" and inserting afterwards:	Recognizes special educational needs of the many children of limited English-speaking ability in the United States.
Recognizing: (1) there are large numbers of children of limited English-speaking ability (2) many of these children have a different cultural heritage (3) children learn thru the use of language and cultural heritage (4) many children thus have special educational needs for bilingual programs (5) all children benefit through the full use of such programs	Congress declares it to be policy of U.S.: (1) encourage the establishment and operation of educational programs using bilingual educational methods and techniques. (2) provide financial assistance to local educational agencies in order to enable such agencies to implement appropriate programs. (Sec. 702)

Kennedy Bill (S-2552)	C[illegible] Bill (S-255[illegible])
Appropriations	Appropriations
Authorizes: FY 1974 - $135 million FY 1975 - $150 million FY 1976 - $175 million FY 1977 - $200 million FY 1978 - $250 million (Sec. 703 (a))	Authorizes: FY 1974 - $135 million* FY 1975 - $135 million* FY 1976 - $135 million* FY 1977 - $135 million* * plus such sums (Sec. 702 (b))
No Similar Provision	Reserves up to 10% for administration, census activities, and other mandated programs. (Sec. 702 (b))
Reserves 35% of any FY appropriation exceeding $35 million to be used for teacher training and related educational personnel development. (Sec. 703 (a) (1))	Reserves 33 1/3% of any FY appropriation exceeding $35 million to be used for teacher training and related educational personnel development. (Sec. 702 (b))
Definitions (Sec. 704 (b))	Definitions/Regulations (Sec. 70[illegible])
Bilingual education program means a full-time program of instruction for children of limited English-speaking ability and for English-speaking children who desire such programs; in which -	Same
(a) there is instruction given in both the native language and in English in all subjects of study in preschool, elementary, or secondary school;	Similar
(b) both the native language and English are studied, including speaking, reading, and writing;	Same

Kennedy Bill (S-2552)	[illegible]
(c) there is study of history and culture of the nation or geographical area with which the native language is associated and of the history and culture of the U.S.	Same
(d) in all courses where English is not essential, i.e. art, music, physical education, a bilingual education program provides for participation in regular classes	Same
(e) provides for voluntary enrollment for English-speaking children in a bilingual education program if they desire to learn the language and cultural heritage of those for whom the program is designed. In no case may these voluntary participants constitute more than 50% of the total number of all students.	Same
(f) if graded classes used, children in the program are to be placed to the extent practicable in classes with children of the same age and level of educational attainment. If age and education vary, the program provides that instruction be appropriate for the student's level of educational attainment.	Same
(g) the Commissioner, by regulation, shall establish minimum requirements regarding pupil/teacher ratios, teacher qualifications and certification, and other factors regarding the quality of instruction.	Same

Kennedy Bill (S-2552)	[illegible]
(h) native language when used with reference to children of limited English-speaking ability, means the language normally used by such children, or by the parents, or in their environment.	Same
No Similar Provision	An application for a bilingual education program shall be developed in open consultation with parents of bilingual children, teachers, and where applicable, secondary school students, including public hearings. Also seeks participation and approval of a committee composed of and selected by such parents and teachers and possibly students. At least one-half the members must be parents.
No Similar Provision	defines "children of limited English-speaking ability as: (a) children who were not born in the U.S. and whose language is other than English (b) children born in U.S. and whose parents do not speak English (c) other children as further defined by Commissioner (Sec. 703 (e))
No Similar Provision	low income when used in reference to a family relates to low income factor in Sec. 103 (c) of Title I, ESEA (Sec. 703 (a) (3))

Kennedy Bill (S-2552)	[illegible]
Financial Assistance for Bilingual Education Programs	Financial Assistance for Bilingual Education
The Commissioner, through arrangements with institutions of higher education and with local educational agencies, makes grants for the establishment, operation, and improvement of training programs for persons participating in bilingual education programs. (Sec. 704 (b) (2) (a))	Funds available for grants shall be used for training designed to prepare persons to participate in such programs including training of teachers, administrators, paraprofessionals, teacher aides and parents. (Sec. 721 (a) (3))
Provides for operation of short-term training institutes designed to upgrade skills of program participants.	No Similar Provision
Awards fellowships for study leading to a degree in bilingual education.	No Similar Provision
Commissioner shall award not less than 200 or more than 500 fellowships in any FY to appropriate persons in bilingual education programs.	No Similar Provision
Provides for Commissioner to pay such stipends to training program participants as he deems necessary and consistent with other federal programs.	No Similar Provision
No Similar Provision	Provides that funds under the act shall be used for bilingual programs including preschool programs connected with Head Start; planning and technical assistance; and auxiliary community activities in support of a bilingual education program (Sec. 721 (a) (1))

Kennedy Bill (S-2552)	[illegible]
No Similar Provision	Provides that grants may be made to local educational agencies or to institutions of higher education applying jointly with an LEA. Applications must be consistent with criteria established by the Commissioner. (Sec. 721 (b) (1) (e))
No Similar Provision	Commissioner must determine that the best available talents and resources will combine to provide the best opportunities. (Sec. 721 (a) (2) (B))
No Similar Provision	Provides for nonprofit, private school children. (Sec. 721 (a) (2) [illegible])
No Similar Provision	The State educational agency must be notified of the application and given the opportunity to comment. (Sec. 721 (a) (2) (c))
No Similar Provision	Empowers the Commissioner to approve a State bilingual program directed by the State educational agency if it meets criteria which show sound planning. He may provide administrative funding to the State educational agency. (Sec 721 (a) (3))
No Similar Provision	Specifies that terms of accepted and funded applications shall constitute a contract between the State educational agency and the Commissioner and shall be specifically enforceable in any U.S. district court. (Sec. 721 (a) (3) (B) (c))

Kennedy Bill (S-2552)	[illegible] (S-[illegible])
No Similar Provision	Children in Schools on Reservations Provides that tribal organizations or other nonprofit groups concerned with Indian education, for schools on reservations, may be considered to be the local educational agency as defined by the act and eligible for grants. (Sec. 722 (a))
No Similar Provision	Permits payments to be made to the Secretary of Interior for the same purpose. (Sec. 722 (b))
Administration - Bureau of Bilingual Education	Administration - Division of Bilingual Education
Creates within OE a Bureau of Bilingual Education through which the Commissioner shall act. (Sec. 721 (a))	Creates within OE a Division of Bilingual Education through which the Commissioner shall act (Sec. 731 (a))
Bureau shall be headed by a Director who is given the rank of deputy Commissioner and at grade 18. (Sec. 721 (b) (1)	Division shall be headed by a Director appointed by the Commissioner and at grade 17. (Sec. 731 (b) (1))
Creates 2 additional positions in the bureau which are at grade 17. One is designated by Director as Deputy Director. (Sec. 721 (b) (2)(c))	Establishes 2 additional positions in the Division which are at grade 16. One is named Deputy Director. (Sec. 731 (b) (3))
The Commissioner delegates all responsibilities for any bilingual or bicultural programs to the Director of the Bureau. (Sec. 721 (b) (2) (c))	The Division is divided into branches and units as the Director sees fit to effectively carry out activities. (Sec. 731 (b) (2))

Kennedy Bill (S-2552)	[illegible]
The Director shall submit, through the Commissioner, to Congress, a report on the activities of the Bureau. (Sec. 721 (d))	The Director in consultation with the National Advisory Council on Bilingual Education shall submit through the Commissioner to Congress and the President, an annual report on the condition of bilingual education. (Sec. 731 (c))
The report shall include -	The report shall include -
a review and evaluation of the activities of the Bureau in the preceding fiscal year	report on activities during the preceding FY
status of programs and projects during the current FY	extent to which these achieve the policy aims
estimate of program and project costs for the succeeding FY	statement of activities for succeeding FY cost estimate
description of personnel and information available at the regional offices. (Sec. 721 (d))	No Similar Provision
No Similar Provision	a national assessment of the educational needs of limited English-speaking children and the extent to which such needs are being met from Federal, State, and local efforts, including not later than July 1, 1976 census of the number of such children and a five year bilingual education plan.

Kennedy Bill (S-2552)	[illegible] Bill (S-2553)
No Similar Provision	an assessment of the number of teachers and other educational personnel needed for bilingual programs in the states and statement describing activities under this title to prepare teachers and educational personnel for these programs. (Sec. 731 (c))
National Advisory Council	National Advisory Council on Bilingual Education
Establishes a National Advisory Council on Bilingual Education consisting of five members appointed within 90 days after enactment, by the President (Sec. 723 (a))	Establishes a National Advisory Council on Bilingual Education composed of fifteen members appointed by the Secretary of HEW, one of whom is designated chairman; not later than 90 days after enactment. (Sec. 732 (a))
Members of the National Council shall be appointed as follows. (Sec. 723 (a)) (1) 8 members who are experienced in educational problems of bilingual programs (2) 2 experienced elementary or secondary school teachers of bilingual education (3) 3 experienced in training such teachers (4) 2 individuals experienced in elementary and secondary education	Similar
Members appointed for terms of three years except initial presidential appointees of whom 5 serve 5 years, 5 serve three years, and 5 serve 2 years. (Sec. 723 (a))	No Similar Provision

Kennedy Bill (S-2552)	[illegible]
National Council shall meet four times in each year. (Sec. 723 (b))	No Similar Provision
Reviews and evaluates the administration and operation of this title. (Sec. 723 (c))	Advises the Commissioner in the preparation of general regulations and with respect to policy matters arising in administering the title (Sec. 732 (b))
National Council shall make reports of its activities, findings, etc., as it may deem appropriate and shall make an annual report to the President and Congress prior to March 31 of each year. (Sec. 723 (d))	The Advisory Council may at its option submit a report of its own to the Congress and President only if a majority of members disagree with the Commissioner's report. (Sec 732 (b))
No Similar Provision	The Commissioner may appoint such advisory and technical experts as may be useful to the Advisory Council (Sec. 732 (c))
Research and Experimental Projects	**Research and Demonstrations**
Commissioner and Director of the National Institute of Education are authorized jointly to enter into contracts with public agencies, institutions, and organizations to conduct research and experimental projects in bilingual and bicultural education. (Sec. 722 (a))	The National Institute of Education shall carry out a program of research in the field of bilingual education in order to assist LEA's in planning and operating programs. The Director and Commissioner are authorized to make contracts with public and private agencies, institutions, etc (Sec. 742)
Research designed to develop bilingual and bicultural curriculum, develop instructional materials, establish a national clearinghouse, and analyze existing testing methods. (Sec. 722 (a) (2))	Similar

Kennedy Bill (S-2552)	Cranston Bill (S-2553)
Not to exceed 10% of funds appropriated in any FY to NIE, but not less than $10 million shall be available to carry out this section. (Sec. 742 (b))	Authorizes NIE to use funds appropriated pursuant to Sec. 405 (a) of the General Education Provisions Act and such additional funds as Congress may determine necessary for purposes of this section. (Sec. 742 (a))*
No Similar Provision	Supportive Services and Activities Administration Provisions administered jointly by the Commissioner, through the Division of Bilingual Education and the Director of NIE in accordance with regulations promulgated by Assistant Secretary of HEW. (Sec. 741)
No Similar Provision	Leadership Capabilities for State Educational Agencies Commissioner and Director authorized to make contracts with State Educational agencies for development of leadership capabilities in field of bilingual education. The state agencies would then be able to assist the LEA's. (Sec 743)
Amendments to Vocational Education Act of 1963 Adds new authorization for Vocational Education Act, Sec. 122 (a) (4) of Title I, (for persons unable to succeed in regular vocational education programs) as follows: $40 million for each of FY 1975 and FY 1976. (Sec. 3 (c))	No Similar Provision

Kennedy Bill (S-2552)	Cranston Bill (S-2551)
Includes in National Advisory Council, "and of persons who have limited English-speaking ability". (Sec. 3 (a) (2))	No Similar Provision
Includes in State Vocational Education Advisory Councils, "including students of limited English-speaking ability". (Sec. 3 (a) (3))	No Similar Provision
Includes in vocational education for other than handicapped "vocational education for students of limited English-speaking ability". (Sec. 3 (a) (4))	No Similar Provision
At least 10% of State's allotment of funds for any FY beginning after June 30, 1974. (Sec 3 (c) (4) (B))	No Similar Provision
Amends State Plans to include the following: "Provides that grants made from sums appropriated under Sec. 102 (c) shall be allocated within the State among LEA's serving areas with high concentrations of persons with limited English-speaking ability". (Sec. 3 (c) (5))	No Similar Provision
Amendments effective on and after July 1, 1974.	No Similar Provision
Amendment to Library Services and Construction Act	
Amends State annual programs to include, "and to programs and projects which serve areas with high concentrations of persons with limited English-speaking ability". (Sec 4 (a))	No Similar Provision
Amendment is effective on and after June 30, 1974. (Sec. 4 (b))	No Similar Provision

Kennedy Bill (S-2552)	[illegible]
Amendments to the Adult Education Act	
Amends State plans to include, "provide that special emphasis be given to the needs of limited English-speaking persons through the creation of bilingual adult education programs." (Sec. 5 (a) (1))	No Similar Provision
Amends demonstration projects and teacher training to include, "including bilingual methods". (Sec. 5 (a) (2))	No Similar Provision
Amendments effective on or after June 30, 1974. (Sec. 5 (b))	No Similar Provision

(10-29-73)

STATEMENT: BI-LINGUAL TEACHER TRAINING AND COMMUNITY COLLEGES

Since community based education is a prime thrust of American Indians and Alaskan natives, to serve their own people locally, the quality need for bi-lingual education is apparent.

Some 23 developing Indian controlled community colleges, and 150 other colleges throughout the nation have recognized Indian cultural centers. Eighty percent of these are emphasizing cultural and bi-lingual education as a necessity in Indian education.

They serve over half of the American Indian population and work with the present and future educators of American Indians and Alaskan natives.

In the Midwestern states alone, North Dakota, South Dakota, Minnesota and Wyoming there are tribes developing the Community College structure. The population of these tribes is more than 40,000 with an approximate 43% attending the Community College.

All of these stress the development of bi-lingual education and teacher training for their primary and secondary systems.

American Indian Higher
Education Consortium

STATEMENT BY

DR. GIBLERT SANCHEZ, DIRECTOR
BILINGUAL BICULTURAL EDUCATION PROGRAM

CENTER FOR APPLIED LINGUISTICS

BEFORE THE

SUBCOMMITTEE ON EDUCATION
OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

31 OCTOBER 1973

Mr. Chairman and Members of the Committee.

On behalf of the Center for Applied Linguistics, we should like to take this opportunity to express our appreciation for the foresight you have displayed in sponsoring new and improved national legislation for bilingual education.

The Center for Applied Linguistics is a non-profit research organization specializing in the area of applying linguistic research to the needs of public education in the United States, as well as on the international level. Our staff includes linguistics and educators with considerable experience in bilingual/bicultural education and early childhood education, including administration, teacher training, evaluation, and curriculum development for Chicanos and Native American children. It is from this perspective that we wish to comment.

General Statement: We are basically in accord with the spirit of both bills (S.2552 and S.2553) as introduced by Senators Kennedy and Cranston and co-sponsored in both cases by Senator Montoya. Based upon our careful analysis of the current trends in bilingual education programs funded by local, state and federal agencies, we would like to direct our remarks to three general areas in the two bills. These areas are: (1) Administration; (2) Research and (3) National Advisory Council.

I. ADMINISTRATION

Senator Kennedy's bill, S.2552, proposes a "Bureau of Bilingual Education" while Senator Cranston's bill, S-2553, proposes a "Division of Bilingual Education".

We propose that a bureau be created to administer all portions of this legislation and possibly to coordinate all other USOE efforts in bilingual education. Presently bilingual education is a component within the bureaucratic structure of USOE and it (Title VII) is still buried within a bureau structure with little influence on other bilingual education efforts in USOE. Without this type of upgrading, bilingual education cannot achieve the recognition and program statue within USOE which is enjoyed by other comparable programs. Another reason for elevating theprogram administratively is that Local Educational Agencies will be able to look toward Washington for leadership and, hopefully, will begin thinking of bilingual education as a forum for achieving cultural pluralism.

In an effort to strengthen the administration of bilingual education programs on the national level, Section 731 (b) (2) of S.2553 should be adopted with one minor modification, that division be changed to bureau. This would allow the director to develop a flexible and responsive organization in meeting the needs of the program.

II. RESEARCH

One of the major shortcomings of bilingual education in the past has been the total lack of basic research. When the first bilingual education act was passed in 1967, schools all over the country were suddenly placed in a peculiar situation. The U.S. Congress had made the money available, and the school districts had to develop bilingual programs practically overnight. There was no thought given to research into this new educational endeavor, perhaps because of the immediately-pressing needs for such programs and the lack of time for planning.

The past several years have made us painfully aware of the need for basic research into the diverse areas that together comprise bilingual education. Lacking such research, the first years of bilingual programs have been devoid of real direction. At best, this has resulted in programs with different philosophies, varied emphases, and limited development efforts. Bilingual programs in many cases have been prevented from reaching their full potential by lack of solid information regarding the nature of bilingual education.

In our testimony today, we would like to identify areas of investigation that need to be explored in addition to those mentioned in Section 722 (a) (2). Many of the areas needing reserach were outlined at a national conference on bilingual education, sponsored in September 1969 by the Bureau of Research, USOE. Four years later, the needs remain the same; the research remains undone.

The research proposed below will require highly-skilled personnel from different disciplines. Such personnel are not usually found on the staffs of local or state education agencies. We propose, therefore, that other institutions with the required research capabilities be eligible for support in carrying out such activities.

By conducting research in the areas proposed below, it will be possible to devise more effective teacher training techniques for teachers involved in bilingual teaching situations; to develop appropriate curriculum materials for the target population being served; and to develop new ways of assessing the progress of each child in the two languages.

The areas we propose for study are the following:

1) Developmental bilingualism and the study of first and second language acquisition and their interrelationships.
2) A study of the degrees of bilingualism and how to measure them.
3) Relationship between the age of the student and the most effective conditions and methods of learning.
4) Study of the regional variations in minority languages as used within the United States.
5) The acquisition of the target child's first language and the linguistic structure of such language when he first enters school.
6) Study of cultural differences in styles of learning and communication.
7) Identification of the characteristics that make a good bilingual teacher (including language proficiency).

8) Identification of successful teacher practices in a bilingual setting.

9) The development of alternative objective measures of achievement in a bilingual setting.

III. NATIONAL ADVISORY COUNCIL

Finally, both bills call for the establishment of a National Advisory Council. We concur that this most important activity and the responsibilities assigned to it are needed.

We propose that the membership include representatives from the target community; the various disciplined concerned with bilingual education, i.e. linguistics, psychology, sociology, history, etc.; and the decision-making groups, i.e. educational administrators and school board members from the local and state levels.

One last area which is not to be over-looked in Section 732 (c).

We propose that this be expanded to include a dollar figure so that a Secretariat for the Advisory Council could be developed and operated. Possibly 2% of the total budget could be allocated to operationalize the Secretariat.

Once again we should like to express our appreciation for your efforts in promoting this important legislation. On behalf of the millions of minority children who will be directly affected by this bill, we thank you.

CALIFORNIA LEGISLATURE

RESOLUTION

By the Honorable Peter R. Chacon, 79th Assembly District; and
the Honorable James R. Mills, 40th Senatorial District

Relative to the Treaty of Guadalupe Hidalgo and the Constitution of the State of California

WHEREAS, Californians share in a bountiful and gracious heritage; and

WHEREAS, The land we live on and the law we live under compose and protect our liberty to enjoy opportunity; and

WHEREAS, Our bilingual founding documents affirm and define our heritage of responsible citizenship; and

WHEREAS, The treaty of Guadalupe Hidalgo went into effect on July 4, 1848; and

WHEREAS, The Constitution of the State of California was ratified at the election on November 13, 1849; and

WHEREAS, The State of California grew from the confluence of cultures giving us the great heritage guaranteed and perpetuated through these two agreements; and

WHEREAS, The government of the State of California rests upon and derives its authority from the Treaty signed by coequal sovereignties and the Constitution accepted by citizens of California; and

WHEREAS, Six score and five years have passed since the signing of the Treaty of Guadalupe Hidalgo by Mexico and the United States; now, therefore, be it

Resolved by the Joint Rules Committee of the Senate and the Assembly, That the period from July 4, 1973, to November 13, 1975, be proclaimed as the 125th anniversary observance of our bilingual founding documents and that this event be celebrated by a restoration and reaffirmation of the gracious and bountiful heritage of bilingual, multicultural California.

Resolution No. 115
Approved by the Joint Rules Committee
Subscribed this 23rd day of August, 1973

s/ James R. Mills, Chairman
Senate Rules Committee

s/ John L. Burton, Chairman
Assembly Rules Committee

s/ Ed Reinecke
President of the Senate

s/ Bob Moretti
Speaker of the Assembly

INTERNATIONAL UNION, UNITED AUTOMOBILE, AEROSPACE & AGRICULTURAL IMPLEMENT WORKERS OF AMERICA—UAW

LEONARD WOODCOCK, PRESIDENT EMIL MAZEY, SECRETARY-TREASURER

VICE PRESIDENTS

PAT GREATHOUSE • KEN BANNON • NELSON JACK EDWARDS • DOUGLAS A. FRASER • OLGA MADAR • DENNIS McDERMOTT • IRVING BLUESTONE

IN REPLY REFER TO
1126 SIXTEENTH STREET, N.W.
WASHINGTON, D.C. 20036
PHONE (202) 296-7484

November 14, 1973

Honorable Claiborne Pell
Chairman, Subcommittee on Education
Committee on Labor and Public Welfare
U.S. Senate
4230 Dirksen Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

When the legislation to extend the Environmental Education Act was before the House Select Subcommittee on Education, we testified in support of the bill, pointing out how this program has helped us in environmental activities sponsored by the UAW. We have utilized this program to great advantage in the past and we expect to continue to do so in the future.

As you know, Senator Nelson has introduced S. 1647 which would provide for a three-year extension of the Act as does the House-passed bill. We appreciate the demands upon your Subcommittee, but we do wish to express our hope that it might be possible to take up S. 1647 in the near future.

When hearings are scheduled on this legislation, we would be pleased to have the opportunity to testify in support of it if the Subcommittee schedule would permit time for a witness from the UAW.

Once again, we hope it will be possible soon to bring up the bill to extend the Environmental Education Act. On behalf of the UAW, I want to thank you for your consideration of this request.

Sincerely,

Jack Beidler

Jack Beidler
Legislative Director

JB:cd

Student
Faculty
Community
OMBUDSMAN

One Hundred
Thousand
Environmental Art
Classes
☆

STATEMENT OF THE NATIONAL OMBUDSMAN ADVISORY ON COMMUNITY SERVICES LEARNING, BOX 311, UNIONVILLE, CONNECTICUT

Events often happen so quickly, it is not always possible for legislation to "catch up". A bill all too frequently can be introduced, even have what seems to be adequate hearings, yet be already hopelessly outmoded.

The Community Schools Development Act is a case in point, which in this session can easily be obsoleted before it is passed, unless the latest developments in Community Services Learning are specifically included. Similarly, this bill on Bilingual Education, no matter how valuable it seems to be, runs the danger of "instant obsolescence" unless a single sentence is added, to include the breakthoughs this year of the new Community Services Learning that is rapidly sweeping the country.

The National Ombudsman Advisory for Community Services Learning is not against this bill on bilingual education. Indeed we would like to see this measure passed, and appropriations increased, if possible. However, we must warn that in September of 1973, some events have taken place which need to be taken into account in this legislation, if we are indeed to provide optimum benefits, without waste or obsolescence.

First, please note several exhibits attached hereto, to be included in this statement. First, the State Department of Education of Ohio, starting in September of 1973, in its STANDARDS FOR DEFINING THE SCHOOL DAY (EDb-403-01(P). HIGH SCHOOL, has already redefined its academic high school day, so that external school credit can now be granted to all its high school students. The granting of such credit can be a boon, to deliver valuable services to the community, as students learn while gathering important work experiences outside of their classroom. Note, too, that New York City has already done the same thing, in essence. By offering a "new diploma", to be issued for the first time this year, every one of New York City's 285,000 high school students can get Community Services Learning Credit.

This means, for bilingual education, or any remedial instruction, a phenomenal increase of potential tutoring or other service force. Teachers will be able to train such student tutors as part of the regular school day. This can happen, however, only if the legislation specifically acknowledges this, helps set up the proper guidelines.

We need to note that Community Services Learning is rapidly expanding, and is new in its scope. It is all over the nation, not just in Ohio, or New York City, as in two exhibits here attached. Oregon State was among the first of the pioneers within the past two years to expand the scope of the old idea of work-study or cooperative education, and change it into this new experimental learning on its much enlarged scale. While every school system has some of this, the scope of Community Services Learning is almost entirely new this year, and thus needs to be encouraged by specific legislation, or it could be put on a time lag of change that is costly and detrimental to children's welfare, or we would have learning units in community services that were not optimum.

In essence, the meaning of community schools itself is changing. Schools can now reach out, at last, during the school day, to help the entire community, as well as students. What this means for improvement of bilingual education, is literally, a "new ball game". It means a potential of improving quality of education of all kinds, not just bilingual instructional needs.

The funds allotted here are quite limited since they have to be divided for each state. By a simple recognition of this newest Community Services Learning trend, specifically, a fixed percentage of funds could be earmarked for bilingual programs where students learn to assist others and receive credit rather than stipends. The limited funding can then be stretched greatly, without strain or stress.

It is likely that we can avoid obsolescence, but only if we specifically set in such guidelines into this legislation, as this single sentence of "percentage allotment of Community Services Learning funds".

We therefore recommend that there be specific mention that funds be made available for grants that encourage experimental Community Services Learning programs where students are given credit during the academic day, to assist other students.

If there should be any controversy, we recommend that every Congressman and Senator read not only the Ohio State Department of Education "Redefinition of the School Day", and the copy of the New York City newspaper story of that city's new diploma, but also the front page story of the National Observer, which Congressman Quie inserted into the Congressional Record on November 5th of this year, pointing out that this work-during-school is already here, over the nation. All three of these exhibits are attached hereto. In addition, all should read the 100 page report of the National Association of Secondary School Principals, recommending that what they call "Action Learning" be expanded everywhere. A full copy of this report appears in the 1973 Hearings for S 1148 on March 15, 1973, on pages 452 to 557, as further evidence of this important new trend of Community Services Learning, which makes any other definition of "community schools" hopelessly obsolete.

Why not encourage credit for
Bi-Lingual tutoring, etc ??---
please add to the Bill..........

DAILY NEWS 10¢
NEW YORK'S PICTURE NEWSPAPER ®
New York, N.Y. 10017, Monday, March 12, 1973* WEATHER:

HS Kids to Get Credit In or Out of Classes

By BERT SHANAS

The city school system will change its requirements for the high school diploma starting in September with a major emphasis on unconventional study procedures ranging from independent student work to high school credit for travel.

Under the plan, which will affect about 285,000 students in the city's 94 academic and vocational senior highs, pupils will be encouraged to take part in new ways of learning and the schools will be ordered to become flexible enough to handle the change.

The requirements were sent to school officials last week by Chancellor Harvey Scribner after a year-long study by a special task force. Although the changes have not been made public, a copy of the rulings, dated last Thursday, has been obtained by THE NEWS.

Under the new guidelines, high schools will set up criteria for approving and granting credit for work done and knowledge obtained both in school and out, whether it is individually in small group projects, or in class.

For example, a student may be able to get social studies credit if he works as an intern in a governmental agency for a semester; he may be able to get credit in communications and English if he interns on a newspaper; or a student who travels through Europe studying at art museums may pick up credit for that.

The program, which will go into effect starting with the graduating class of June 1974, sets stiff rules and guidelines that make the individual school principal responsible for enforcement.

"A professional accounting committee" composed of school staff members will be set up at all city high schools to make recommendations on what is acceptable, with student credit subject to the final say of the principal.

"Written agreements" or "contracts" between students and schools will be signed in some cases before a project is started for "the mutual benefit and understanding of students, parents and staff."

While the minimum academic requirements for the diploma will not change much, the new rules call for major flexibility and numerous options in the way a student will be able to meet those requirements. For example, a high school might give a student credit in English for independent writing; folk-singing might be accepted as a substitute for music appreciation.

The school system will no longer count courses in terms of "units" that last a full school year. To allow more flexibility in pupil programing, the schools will switch to a system of "credits" for a half year of work. Thus, the minimum requirements for a diploma will consist of 38 "credits" instead of 19 "units."

A student will be required to take three years of social studies instead of the present three and a half years, but economics will be required for the first time. There will be an extra half year required in either art, music or practical art, and physical education will still be required for seven terms—but no credit will be given for it.

Slightly more time will be given to elective subjects under the new system and for the first time a student may be able to specialize in physical education.

NATIONAL OMBUDSMAN ADVISORY

NATIONAL OMBUDSMAN ADVISORY FOR COMMUNITY SERVICES

Effective September, 1973

STANDARDS FOR DEFINING THE SCHOOL DAY

ED6-403-01 (P) - HIGH SCHOOL

The official school day for each full-time pupil shall consist of not less than six (6) hours of scheduled classes and other guided learning experiences in high schools organized on a semester, quarter, or pentamester plan; and six and six-tenths (6.6) hours of scheduled classes and other guided learning experiences in high schools organized on a trimester plan.

(1) "Other guided learning experiences," within the meaning of this standard, are those educationally related uses of pupil time designed to augment the pupil's graded course of study which are planned cooperatively by the pupil, parent or guardian, and certified school personnel, and which are approved by the principal pursuant to district rules and regulations. Such experiences may be provided off the school campus.

(2) A full-time pupil, within the meaning of this standard, is one who participates in scheduled classes and other guided learning experiences for the duration of the official school day and is enrolled for a minimum of four (4) units of credit or the equivalency thereof.

(3) Lunch time, up to thirty minutes in length, may be included within the minimum time required.

why
not
encourage
credit
for
Bi-Lingual
tutoring,
etc. ???

INTERPRETATIVE AND EXPLANATORY INFORMATION

(P) The standard defining the high school day is designed to permit school management to apply judgment, to the learning needs of individual students. This section (P) places the opportunity for planning learning experiences which relate meaningfully to the varied needs and special interests of individuals and groups with school district personnel. Flexibility is provided to permit the inclusion of related off-campus learning experiences.

For purposes of interpretation:

(1) "Other guided learning experiences" are those uses of pupil time which are cooperatively identified and planned by parent or guardian, certified personnel and pupil and are intended to maximize learning opportunities. Final approval of the schedule is within the authority and responsibility of the high school principal pursuant to rules and regulations as adopted by the District Board of Education or established by the Superintendent of Schools. Pupil schedules providing for "other guided learning experiences" off-campus shall include parental signature indicating approval and shall become a part of the permanent record of the pupil.

(a) Employment

Employment related to the needs of the pupil and his in-school objectives is approvable.

NATIONAL OMBUDSMAN ADVISORY FOR COMMUNITY SERVICES

(b) *Independent Study*

Approved independent study may take place in a community center, laboratory, library, museum, university, or a similar location. Individual or small group projects, not considered regular "homework" assignments, would be in compliance. Regularly assigned "lessons" or "homework" traditionally considered as an integral part of the school experience are viewed as beyond the minimum school day and are not approvable.

(c) *Volunteer Work*

Volunteer work in conjunction with such institutions as a community service agency, laboratory, library, museum or university is approvable.

(2) *A high school pupil enrolled in less than a full-time program may be counted for school funding purposes on a part-time basis. For example, a pupil needing only two courses to graduate, could be enrolled for the two units of study. The remainder of his day would be available for employment or other useful pursuits. Such a pupil would be included for partial reimbursement in accordance with long-established procedures through the School Foundation Program.*

why not, indeed?

EDb-405-01 (1) JUNIOR HIGH SCHOOL

The official school day for each pupil shall consist of not less than six (6) hours of scheduled classes, individualized instruction, and supervised study in junior high schools organized on a semester, quarter, or pentamester plan; and six and six-tenths (6.6) hours of scheduled classes, individualized instruction, supervised study in junior high schools organized on a trimester plan.

(1) Lunch time, up to thirty minutes in length, may be included within the minimum time required.

EDb-401-02 (F) ELEMENTARY SCHOOL

The official school day for each pupil shall consist of not less than five (5) hours, exclusive of noon recess, for scheduled classes, individualized instruction, and supervised study in elementary schools organized on a semester, quarter, or pentamester plan; and five and five-tenths (5.5) hours, exclusive of noon recess, for scheduled classes, individualized instruction, and supervised study in elementary schools organized on a trimester plan.

(1) The length of the official school day for a kindergarten pupil shall not be less than two and one-half hours.

Bi-lingual tutoring is a "real job" for students!

U.S. High Schools: Just an Aging Vat?

REPRINTED FROM THE
October 13, 1973 issue of

THE NATIONAL OBSERVER

By Michael T. Malloy

THE TROUBLE with kids nowadays is they spend too much time sitting on their tails in schoolrooms. Send them out to make a buck, rub them up against the real world for a change, and maybe they'd stop a lot of their foolishness.

Archie Bunker speaking? No, it's a crude but fair translation of what a lot of heavyweight educators are saying to each other about American high schools. They use bigger words, of course, but the idea isn't so different.

"With every decade the length of schooling has increased, until a thoughtful person must ask whether society can conceive of no other way for youth to come to adulthood," says educational authority James S. Coleman in the foreword to a recently published study commissioned by the President's Science Advisory Committee.

Hackles Will Rise Again

Coleman's panel conceived of a lot of other ways, including experiments with easier child-labor laws, a lower minimum wage for youngsters, using big kids to teach little kids, more service corps like the old CCC or the modern VISTA, and taking the stigma off dropouts by making it easier for them to drop back in.

Some of these suggestions have raised hackles among teachers' organizations. They earned Coleman's commission a New York Times warning about the horror of child labor. But—with apologies to my high-school English teacher — them folks ain't seen nothing yet.

"I think compulsory education beyond 14 is unconstitutional," says chairman B. Frank Brown of the National Commission on the Reform of Secondary Education. His commission may make Coleman's look tepid when it unloads a study this autumn suggesting we roll back the school-till-16 rule that has been almost sacred in this country for close to half a century.

Reformers say young people would learn better if school were combined with jobs.

The National Association of Secondary School Principals and a Federally sponsored committee headed by educator John Henry Martin are supposed to come up with further high-school studies soon. They will probably stick to the school-till-16 rule, but they will question the good sense of keeping all youngsters so long in a classroom system that some educators deride as "the aging vat."

'Recoupling the Generations'

There are a lot of reasons why educators have begun in just the past few years to look askance at the deeply felt American belief that we all benefit by getting as much book learning as possible, whether we want it or not. Coleman's report, for instance, is suffused with dismay over evidence that we have herded our young people into a hostile "youth culture" by keeping them in resentful and babyish dependence at an age when previous generations of Americans were learning responsibility and self-reliance in the real world of work.

"The adolescent is more mature, larger, and more experienced than his parents and grandparents were," says Nathaniel Ober, superintendent of schools in Amityville, N.Y. "At the same time, we are holding him in dependent status a lot longer than his parents and grandparents . . . It carries a pretty large responsibility for the acting out [troublemaking] you get from a proportion of high-school students. You can pinpoint some of it to continuing adolescence beyond what makes sense to him or anybody else."

Brown says you can't do much teaching in an institution where so many inmates are just waiting to get out, and raising hell in the meantime. "We have 66 per cent of the school systems now employing police. . . . I was in one school that has been written up seven times in four years as one of our great schools. I talked to 13 girls before I found one who wasn't afraid to go to the rest room. They go to the gas station across the street."

Why not encourage credit for Bi-Lingual help?

Martin talks of "recoupling the generations" and worries that young people segregated so long from the grown-up world get all their social "dos and don'ts" from other juveniles, TV, and parents who must cope singlehandedly with both influences.

"Where you used to assimilate youngsters [into society] at 12, now you don't until they are 30 or so," says Dr. James Becker of the National Foundation for the Improvement of Education. "We may have ruined a whole generation of kids in terms of learning what the responsibilities of a citizen are in terms of work."

"The opportunities for growing up are not as plentiful," says Owen B. Kiernan, executive secretary of the National Association of Secondary School Principals. He says his organization's report will talk about "action learning," educationese for letting kids out of class from time to time to do something, paid or unpaid, in the real world.

Another worry is that high schools are still trudging down a rut originally worn when they were elite institutions designed to train a minority of bright students to go to college. College is still the goal most laymen imagine the high schools prepare their children for, but most young people don't go to college. Most who do, drop out. The roughly 30 per cent who finally get a degree often find they can't get a job related to it.

The Try-It-First Idea

The Nixon Administration has been trying to deal with this by promoting "career education," a favorite project of Sidney P. Marland, Jr., assistant Secretary for Education in the Department of Health, Education, and Welfare. The concept embraces everything from the familiar shop classes to "distributive education"—jargon that frequently means part-time work in a store. Marland insists he does not want to shunt youths into the job market as fast as possible but to give everybody, college-bound or not, the ability to get a job at any point in his education. He sees this as a vocational lifeline if college doesn't pan out, or an opportunity for teen-agers to try a field before committing themselves to four years of preparation for it.

The most radical idea growing out of this ferment is Brown's proposal to cut back compulsory education. A surprisingly large number of educators from Marland on down are attracted to the idea in theory—since compulsory-education laws are so widely flouted that absenteeism hits 50 per cent in some inner-city high schools—but frightened of it in practice.

"Like most educators, I have mixed emotions about compulsory attendance," explains Ober. "My guess is that if you got rid of compulsory attendance, your attendance would still be about the same as it is now. . . . But it could be a terrific copout. 'We'll turn them loose and let

Students can leave their own classroom, to help others! --

somebody else worry about it.' What somebody?"

"We are not optimistic about revising our economy so employment for literally millions of 16-year-olds is going to take place," says Martin. "You want to know what the kids would do?" asks the principal of a Minnesota high school that many kids quit at 16. "Come here at noon and see the wine bottles and the beer cans in the street and the cars driving around. The 'dropins' are a bigger problem than the dropouts."

So the reformers who want young people to spend more time out of the classroom hasten to insist they are not just planning to dump them on the job market. They talk instead of replacing the conventional school with "something like a school" that helps its students experience jobs, apprenticeships, volunteer work, and other out-of-the-classroom activities that will add to instead of subtract from their education.

In this ideal high school a teen-ager might work in a hospital for awhile to learn if he can stand the sight of blood before investing his family's savings on medical school. Before becoming a parent he would learn about small children by helping to teach them. He would learn about other careers by trying them and return to classes to perfect the skills he discovers they need. "He spins out of [school], spins back into it, is accepted readily, continues to higher education, *and always keeps his options open*," Marland says.

Work Study Benefits Seen

So the youngster builds his classroom education around his growing awareness of the real world instead of following an arbitrary formula of so many hours of math and so many hours of English. At the same time he learns things such as independence, caring for old people or young ones, and maybe even to trust some people over 30.

"You'd learn that if the boss gives you a dirty job to do, it isn't because he doesn't like you but because he's got a dirty job that needs doing," explains Paul Muller, assistant director of vocational programs in the Minneapolis schools. It's that kind of lesson—that the job and the product are more important than you and your problems—that a student can hardly expect to learn in a school, which exists only to worry about him and his problems.

Muller says an experimental work-study program for 14-year-old potential dropouts led to prompt improvements in their school attendance, grades, and performance on a "lying-faking" test. It led youngsters with rotten grades to discover, in one boy's words, "You know, math is just as useful a tool as a hammer is."

It's called Experiential Learning --

In follow-up interviews two years later, 85 per cent of the youths said the work-study experiment had helped prepare them to hold a job. Fewer than 10 per cent of the youngsters in a control group could name any school program that had helped them that way.

Well, it sounds nice, but there are obstacles: parents, teachers, business, labor, and government, to name a few.

Minneapolis is a good laboratory in which to view the problems and successes of this kind of program. Superintendent John B. Davis, Jr., a member of Coleman's panel, has tried to tie the schools to the real world with experiments that have allowed thousands of teen-agers to try their wings at everything from construction sites to ballet studios.

Convincing the Companies

A program to place 50 students on part-time construction jobs required convincing unions and employers that it would work, then convincing the companies that their insurance would cover the youngsters, then convincing the insurance companies that it was all legal, and then riding herd on the boys themselves at scattered construction sites. It required special waivers from several state and Federal agencies, it cost more than a full-time classroom program, and this autumn it was only half full because construction work is slack in Minneapolis.

State laws may require so many hours of a subject in each grade. Physical-education teachers in one Minneapolis school promptly raised that legal issue when it looked like part-time work assignments of 18 students would cut a job from their department. State aid to local school districts is generally based on the number of children in school, so local officials may worry about cutting their financial throats if they let too many out.

Child-Labor Laws

Child-labor laws forbid hiring children under 16 to operate a power lawn mower or to push the buttons on a self-service elevator. A 17-year-old may operate a machine gun in the Marine Corps or a lathe in a shop class, but he can't operate the same lathe for pay in a commercial machine shop.

Parents often don't want anything that seems to shunt their children down a dead-end "vocational" track. Voters often rate their school boards on the percentage of graduates who go on to college, without thinking much about classmates who don't. "About half of those I've dealt with come from the suburbs, because they have nothing there for their dropouts," says Fran Reed, who counsels youths in a Minneapolis work-study program for hard-core dropouts.

Unions are wary of anything that smacks of cheap child labor or threatens to inundate their jobs with new competitors. A survey of the need for people trained in the graphic arts found that Minneapolis businessmen believed they needed 1,000 more, and the unions thought they didn't need any.

Students themselves may see out-of-school opportunities as just an opportunity to get out of school. An attempt to visit one young man in Minneapolis' hard-won construction-work program revealed that he had arrived an hour late that morning and was now two hours overdue from lunch. Such things reinforce educators who say out-of-school learning will require more instructors and money than classroom education in which one teacher can keep an eye on 30 students at a time.

That brings us to what some teachers bluntly call the high schools' "baby-sitting function." It sounds crass, but at roughly $1 per hour per child the public schools are a baby-sitting bargain, with a gymnasium and a classroom education thrown in for free. If action learning or career education doesn't "keep the kids off the street," it is likely to be unpopular and quickly forgotten.

Teachers Are Doubtful

Teachers sometimes fear the whole out-of-school idea is a gimmick to dump their students—and a lot of teachers—on the job market. They also argue that it's hard for anyone else to improve on their tried-and-true classroom methods.

"Students can learn a great deal in work places, but they will learn it better if the learning takes place under the direction of a professionally qualified teacher," said John A. Sessions, an AFL-CIO education official, speaking against some of Marland's notions last winter. "I have never attempted to milk a cow, but I am vain enough to think that I could develop a better curriculum on how to do it than could most dairy farmers."

The point, though, is not to produce school children who can milk cows, but to turn them into grownups who may never have to see a cow again.

"I'm sure he would have dropped out," Jeanette Sweeney says of a big and thoroughly bored young man who was approaching the school-leaving age of 16 last year at Champlain Valley Union High School in Vermont. Mrs. Sweeney helps direct an extensive program of out-of-school experience for students there. "That boy needed nothing more than good, hard, physical work. We got him some on a dairy farm and later at a lumber company. And guess who's back in school this fall?"

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Community
OMBUDSMAN

P O BOX 311
UNIONVILLE
CONNECTICUT 06085

FOR THE EDUCATION COMMISSION OF THE STATES

RESOLUTION: FOR A STUDY BILL FOR EXPERIENTIAL LEARNING

WHEREAS the State Department of Education of Ohio as of September, 1973 has redefined the high school day for all students of Ohio, so that they can receive academic credit for learning experiences outside of the classroom;

WHEREAS other states have recently instituted similar breakthrough for the new experiential learning for academic students;

WHEREAS New York City has adopted as of September, 1973, a similar concept, through its new high school diploma to be issued in '74 for the first time, enabling all 285,000 NYC public high school students to get academic credit for Community Services, as they provide experiential learning;

WHEREAS in recent years the concept has been expanding without any attempt to standardize such community service learning experiences into measurable units;

WHEREAS there is almost no awareness by educators generally that such units can indeed be creatively planned and standardized so as to be able to UPGRADE the new diplomas, rather than downgrade, as some educators fear might be the case if such a concept is applied to all students;

WHEREAS researchists now propose that there be immediately established an American Board of Learning Experiences (A.B.L.E.) for Community Education, with local "OFFICES OF A.B.L.E. STANDARDS," set up in each city, to insure optimum delivery of needed community services and the quality of learning possible only if educators do creatively develop A.B.L.E. units in cooperation with students, parents, business and community and government agencies, all working in cross disciplinary creative processes;

WHEREAS there tends to be much confusion because there are some new names in 1973 for new types of experiential learning that can be confused easily with the old ones, such as Work Study, Independent Studies, distributive education, even continuing education, or internship or volunteers, apprenticeship -- all operationally delivering outside of class, learning experiences for external school credits.

BEST COPY AVAILABLE

WHEREAS the many names by which external school credit is called, for secondary and post secondary institutions, tends to obscure the fact that the scope for 1973 is brand new since not just vocational and trade school students are eligible, but now also all academic students can work and learn outside the school for pay or school credit;

WHEREAS the October 13, 1973 issue of the National Observer confirms in its front-page story that these are brand new recommendations, rather than old plans, to expand experiential learning programs;

WHEREAS the Federal and state and city legislation has not yet become aware that this is a brand new educational reform recommended by educational heavyweights, such as the recent major 100-page Report of the National Association of Secondary School Principals and the James S. Coleman Report commissioned by the President's Advisory Commission on Science;

(First draft with some additions to be included here.)

WHEREAS etc., etc.

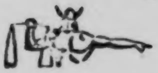
BE IT RESOLVED that there be immediately established a Study Commission to explore pilot Standardized Community Service (A.B.L.E.) units.

NATIONAL
OMBUDSMAN
ADVISORY FOR
COMMUNITY
SERVICE
LEARNING

Mass Education Resources Institute of Technics, Inc.

NOACSL

National Ombudsmen's Ass'n, Box 311, Unionville, Conn. 06085



F L A S H   B U L L E T I N

Newest Definition of Community Schools

.....Effective September, 1973, the State Department of Education of Ohio has already REDEFINED ITS PUBLIC HIGH SCHOOL DAY, so that all students can receive school credit for community services learning. This transforms ALL ITS SCHOOLS INTO POTENTIAL COMMUNITY SCHOOLS.

.....In September, 1973, also, New York City inaugurated its own NEW DIPLOMA, to be issued first in June, 1974, where 285,000 high school students in that city can now receive academic credit for delivery of valuable services to the community, as they are learning.

.....Many school systems are following suit, or have already conducted smaller pilot programs, but none on any large scale or scope.

.....This important innovation needs immediate assistance from Congress. The members are not yet aware that this is happening, as they initiate legislation that brings in COMMUNITY SCHOOLS that still mean largely what happens AFTER 3 PM.

See March 15, '73 hearings on S1148, --- pages 452-557

.....It is still not generally known that the National Association of Secondary School Principals has just issued a 100-page report on what they call ACTION LEARNING, which spells it out that every school system ought to encourage such 9 to 3 COMMUNITY SCHOOLS (Note: not just the keeping of school buildings open after 3). The National Observer, on October 13, 1973, in its full front page story, indicates that EDUCATIONAL HEAVYWEIGHTS are now increasingly calling for this exciting new direction, for this important newest definition of community schools.

.....ALL CONGRESSIONAL LEGISLATION NEEDS TO BE RECONSIDERED FOR HR 69, and the Senate in the light of these recent developments. It is hoped that new amendments will reflect these new educational needs, and that increased funding will be made available specifically, to this important "Academic Day" breakthrough so that, in particular, young persons can immediately get credit for many new types of environmental services in the community that can better teach them math, science or art or many academic subjects, even as our environmental problems can get better solved with school assist.

> PLEASE CHANGE HR 69, TITLE IX AMENDMENT....
> NOTE IN THIS EXHIBIT THAT THE NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS (NASSP) HAS ONLY RECENTLY FULLY ENDORSED COMMUNITY EDUCATION PROGRAMS DURING THE ACADEMIC DAY -- FOR ALL HIGH SCHOOL STUDENTS, NOT JUST IN VOCATIONAL OR TRADE SCHOOLS. Community schools will quickly mean if CONGRESS SPECIFICALLY SUPPORTS THIS BREAKTHROUGH, THAT 9 to 3 educational services for the community -- not just "after-school programs -- will weld schools to community.

NATIONAL OMBUDSMAN ADVISORY FOR COMMUNITY SERVICE LEARNING
NOACSL
P.O. BOX 311
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OMBUDSMAN

STATE OF NEW YORK

March 21, 1972 ←

9932

IN SENATE

Introduced by COMMITTEE ON RULES—read twice and ordered printed, and when printed to be committed to the Committee on Education

AN ACT

to amend the education law, in relation to promoting the development and expansion of community schools and environmental and other educational services throughout the state

The People of the State of New York, represented in Senate and Assembly, do enact as follows

Section 1. Title one of the education law is hereby amended by adding thereto a new article, to be article twenty-five, to read as follows:

ARTICLE 25

COMMUNITY SCHOOL SERVICES DEVELOPMENT

Section 1130. *Short title.*
1131. *Declaration of intent.*
1132. *Definitions.*
1133. *Community education centers grants.*
1134. *Application.*
1135. *Authorization of appropriations.*
1136. *Grants for community school service programs.*
1137. *Consultation with state educational agency.*
1138. *Payments.*
1139. *Community school promotion.*
1140. *Advisory council.*

(1972→ A.B.L.E. UNITS !!!!!! ↑ (1973)

§ 1130. Short title. This act shall be known and may be cited as the community school services development act.

§ 1131. Declaration of intent. It is the purpose of this act to utilize better the school student services and public school or other available government building for the full benefit of the community from pre-school to and including senior citizens. The act will provide recreational, educational, and community social services including effective environment action for public school credit. The act establishes community schools as experiential learning curriculum centers for accredited activities in cooperation with community groups and educators, and calls upon federal grant agencies to provide funding.

§ 1132. Definitions. As used in this act, the term:

(1) "Community school" means a public elementary or secondary school or state institution of higher education that is utilized as a multi-service, multi-opportunity community center operated in cooperation with other groups in the community to provide recreational, educational, environmental and a variety of other community and social services for the community which the center serves. Wherever possible, community experiential learning will receive school or academic credit for community service program units with a national board of standards called A.B.L.E. (American Board of Learning Experiences). (includes Bi-Lingual)!

(2) "Community school service program unit" means a unit of community service for which students can receive academic credit as a learning experience that combines basic academic learning with experience, under supervision of faculty in each school system through a state A.B.L.E. commission consisting of twenty local superintendents of schools of different size school systems.

(3) "Environmental action" means a sustained student program to improve the quality of the environment.

EXPLANATION—Matter in *italics* is new; matter in brackets [ ] is old law to be omitted.

Statement of

Joseph P. McElligott
Director
Division of Education
California Catholic Conference

Submitted to the
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate

Wednesday, October 10, 1973
10:00 a. m.

The Division of Education of the California Catholic Conference is responsible for the coordination of various educational programs for students in the nine Catholic school systems of California (i.e., the 770 elementary and secondary schools operated by the Archdioceses of Los Angeles and San Francisco and the Dioceses of Fresno, Monterey, Oakland, Sacramento, San Diego, Santa Rosa, and Stockton). One of the Division's areas of responsibility is that of assisting Catholic school personnel in obtaining needed educational services for eligible students under programs authorized by Congress and administered by local public school districts.

The Bilingual Education Act (Title VII, ESEA) has been a laudatory effort on the part of Congress to meet the special educational needs of children who have limited English speaking ability, who come from environments where the dominant language is one other than English, and who come from low income families. The need for bilingual education services is particularly acute in California where 16% of the public school student population and 21% of the Catholic school student population are Spanish surnamed youngsters.

It is to these unmet needs of eligible nonpublic school students that we respectfully call your attention.

Currently in operation in California are some 60 Title VII Bilingual Education projects whose combined annual budgets amount to 10 million dollars. These projects, administered by local educational agencies, provide bilingual services to some 20,000 California youngsters.

Our investigation of these California projects indicates that there may be some failure on the part of local educational agencies and/or the U. S. Office of Education to make provisions for the participation of eligible children attending nonprofit private schools in ESEA Title VII programs. We use the words "may be" because we have experienced some difficulty in obtaining specific information regarding nonpublic school student participation from the U. S. Office of Education and local educational agencies.

From the information we have received, however, the picture looks like this:

a) Only one out of every ten California projects provide bilingual services to nonpublic school students.

b) While 10% of California's Spanish surnamed students are enrolled in Catholic elementary and secondary schools, only 2% of Title VII project participants are nonpublic school students.

c) While 2% of the State's Title VII project participants are nonpublic school students, only 1% of the State's ESEA Title VII federal funds are expended on services for these students.

From these figures, and after consultation with many of our local school administrators, we have concluded and wish to point out that a serious problem appears to exist in the matter of extending bilingual education services to eligible nonpublic school students.

It is our opinion that the problem is an administrative one and centers around three issues.

1) local needs assessment activities which overlook the needs of potential project participants in attendance at nonpublic schools

2) local project planning activities which fail to involve persons knowledgeable about nonpublic school students

3) federal grant approval processes which inadequately monitor the assurances of local educational agencies regarding the provisions for participation of nonpublic school students.

In order to remedy the problem, we respectfully suggest that the Subcommittee consider some minor changes in the Bilingual Education Act--changes which we believe will help direct the federal benefits to some students who are in need and have been overlooked or "short-changed" in the past four years.

1) We suggest that, as in other Titles of the Elementary and Secondary Education Act, local educational agencies be advised to involve people knowledgeable about the needs of children attending nonprofit private schools in ESEA Title VII needs assessment and program planning activities. We suggest that this involvement be incorporated into assurances given by the local educational agency.

2) We suggest that the U. S. Office of Education more adequately investigate the nonpublic school student assurances given by local educational agencies prior to the issuance of federal grants.

3) Above all, we respectfully ask that language be inserted in the law to raise the quality of service to eligible nonpublic school students above its present state of tokenism. We suggest that local educational agencies be required to make provision for the effective participation of nonpublic school students on an equitable basis consistent with their numbers and with their educational needs.

On behalf of California's Catholic school students and their parents, we wish to express thanks to the Subcommittee for your concern for nonpublic school students in programs of the Elementary and Secondary Education Act and for the opportunity to comment on federal educational programs in the State of California.

Statement of

Edward R. D'Alessio, Ph.D.
Director
Division of Elementary and Secondary Education
United States Catholic Conference

Submitted to the
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate

Wednesday, October 10, 1973
10:00 a.m.

Title I

The Catholic school community strongly endorses the extension of Title I of the Elementary and Secondary Education Act. Thousands of educationally disadvantaged youngsters in nonpublic schools across the country have been assisted through special educational services provided by this Title. Although Catholic schools have experienced some serious problems with several areas of this legislation, Title I is a proper instrument for this nation to provide for the needs of educationally disadvantaged children.

On the basis of our experiences in attempting to facilitate the implementation of Title I on the national level and through broad-based consultation with a representative group of Catholic school diocesan and state level administrators, who are attempting to facilitate this participation at the local and state levels, we have identified several problem areas concerning the effective participation on an equitable basis of nonpublic school children and teachers in this Title.

The general consensus of these administrators is that significant progress has been made during the past seven years toward ensuring that eligible nonpublic school children and teachers participate equitably in the educational services provided by Title I. These administrators feel, however, that despite its effectiveness and despite significant progress, much improvement remains before eligible children attending nonpublic schools can effectively participate on an equitable basis in Title I.

The problems identified focused on the following general areas.

1. Involvement in the Total Planning Process
2. Comparability of Services
3. Comparability of Expenditures

Involvement in the Planning Process

The Elementary and Secondary Education Act is founded upon the "child benefit" theory that all eligible children, regardless of where they attend school, may receive special educational services to meet their needs. The Elementary and Secondary Education Act is also founded upon the concept of mutual cooperation and collaboration between public and nonpublic educators working in partnership to help overcome the educational deprivation of disadvantaged children. The Elementary and Secondary Education Act, moreover, has been the strongest compelling force yet to joint collaboration between both sectors of education for attaining nationally specified objectives. Catholic school administrators strongly feel that an essential aspect of insuring equitable participation in Title I programs is the involvement of appropriate nonpublic school officials in the total planning process. We define the total planning process as including the following activities.

1. Determination of Target Areas
2. Identification of Target Population
3. Participation in Needs Assessment
4. Selection of Eligible Children
5. Consultation in Program Design
6. Involvement in Program Evaluation

If nonpublic school officials at any level (state, local, school) are excluded from any stage of this planning process, it is probable that inequitable treatment will result. Where participation is poor, it can nearly always be traced to a lack of involvement in one or all phases of the planning process. Catholic school administrators feel that there is a definite correlation between involvement in program planning and equitability in actual participation.

In varying degrees, appropriate nonpublic school administrators find themselves invited by public school officials to cooperate and collaborate in the planning of Title I programs. This mutual cooperation and collaboration between both sectors of education occurs within parameters established by the public sector; it is they who determine at what stage of the planning process they will seek the involvement of nonpublic school representatives. Hence, nonpublic school administrators find themselves included in certain aspects of the planning and excluded from other aspects, depending upon the decision of the public school officials. The degree to which nonpublic school administrators are involved in the total planning process cannot definitely and accurately be measured.

Catholic school administrators have expressed strong dissatisfaction with the level of consultation and participation in the total planning process. They concluded that although there is apparent involvement in many cases of appropriate representatives of nonpublic schools in the planning of Title I programs, this involvement is ineffective and largely pro forma in many instances.

Comparability of Services

Are the special educational services for eligible nonpublic school children comparable to those services rendered eligible public school children? Many Catholic school administrators identify one important stage of the planning process--participation in the needs assessment--from which many nonpublic school administrators are excluded. These administrators feel that public school officials have a lack of knowledge of the needs of nonpublic school students; consequently, Title I programs are frequently not suited to meet the needs of nonpublic school children. Persons knowledgeable of these needs ought to be involved in assessment in the planning process. In cases where nonpublic school administrators were involved in needs assessment, programs were designed to meet such needs. Programs can never be comparable in scope and quality if they are designed in a vacuum, or for a group of children without consulting persons responsible for and knowledgeable of the needs of such children.

Comparability of scope and quality also includes evaluating the delivery of services, that is, where was the service delivered, how was the service rendered and by whom? There are many delivery systems for services to nonpublic school children; for example, public school teachers teach special classes in nonpublic schools, nonpublic school children attend special classes in public schools during the regular school day, and nonpublic school children attend special classes in the public school after regular school hours and on Saturday morning. The least effective and clearly incomparable in scope, quality and opportunity for effective participation on an equitable basis is the after regular hours or Saturday morning approach. Catholic school administrators feel that one consideration overrides all others in determining where and how the nonpublic school children should be served; the effectiveness of the program.

Other measures of comparability are the assignment of teacher-aides for Title I activities conducted and supervised by Title I teachers. Many Catholic school administrators report that in certain Title I programs conducted and supervised by Title I teachers, the public school assigns teacher-aides to assist the Title I programs in the public schools, but that no teacher-aides are assigned to assist similar Title I programs for nonpublic school children, even when requested.

Comparability of Expenditure

Measuring comparability of service vis-a-vis comparability of per pupil expenditure shows a wide disparity among states and even within states. Some Catholic school administrators feel that a "comparable or equitable" amount of their school district's Title I funds are not allocated to provide services to nonpublic school children. ESEA legislation suggests an "ideal" per pupil expenditure for Title I services--one-half of the local educational agency's normal per pupil expenditure. In some states, the state educational agency has established a per pupil expenditure for ESEA programs, while in other states there is no established policy or per pupil cost--it is left to the discretion of the local educational agency. In many such local educational agencies, moreover, there are disparities of per pupil expenditures for public school programs and nonpublic school programs. One large city school district expends $400 per pupil for Title I services for public school children; that is, one-half of the local educational agency's normal per pupil cost; while for services to nonpublic school children, the same district allocates $233 per eligible pupil which supposedly is one-half of the nonpublic school per pupil expenditure. Is this comparability of scope, quality and opportunity to participate? We realize that there is no requirement that a certain amount or percentage of money must be spent on each nonpublic school child--or for that matter, on a public school child--nor is there any formula or device as to the number or percentage of children who must be served. However, the per pupil expenditure is an indicator of comparability of scope, quality and opportunity.

Convergence of these types of problems at the local level combined with various indigenous administrative problems often results in a lack of genuine opportunities for eligible nonpublic school student participation.

Summary

Catholic school administrators strongly support the extension and amendment of ESEA Title I. Their rating of Title I programs ranges from excellent to poor depending upon a variety of factors: restrictive state constitutions or interpretations thereof, rapport with the state or local educational agency, degree of involvement in the planning process, and comparability of services and expenditure and others. In providing effective participation on an equitable basis to eligible children in nonpublic schools, Title I cannot be supported wholeheartedly. Basically, the Catholic school community feels that Title I is rendering a worthwhile service to nonpublic school children, but there is much room for improvement before the full intent of Title I is realized.

Reasons for inequitable participation of nonpublic school students in Title I programs follow.

1. Catholic school administrators in some areas of the country are not involved in the total planning process.

2. Programs for Catholic school children and teachers in some areas of the country are not comparable in quality, scope and opportunity for participation to programs for public school children.

3. Programs for Catholic school children and teachers in some areas of the country are not comparable in per pupil expenditure to the per pupil expenditure for public school children.

4. Local educational agencies in many areas of the country have been ineffective in assuring that Catholic school children are receiving equitable benefits under Title I.

Recommendation

The United States Catholic Conference makes the following recommendation to insure equitable participation of eligible nonpublic school children and teachers in ESEA Title I programs.

A bypass provision must be added to Title I which will provide the federal government with the necessary mechanism to remedy a situation which cannot be resolved locally. If the state educational agency or local educational agency is either unable or unwilling to provide services to nonpublic school children and teachers on an equitable basis, the law should grant the federal government the necessary bypass authority to provide those services directly or through some intermediary agency. An example of a provision that would accomplish this objective is the bypass language incorporated in Section 132 (b)(1), 132 (b)(2), and 132 (b)(3) of H.R. 69 as approved recently by the General Subcommittee on Education of the United States House of Representatives.

The 1972 and 1973 Reports of the National Advisory Council on the Education of Disadvantaged Children have recommended the addition of a bypass provision to Title I. The National Advisory Council has also made a number of proposals for administrative changes to ensure the effective participation on an equitable basis of nonpublic school children in programs under this Title. We concur with these recommendations. Pertinent sections of these reports have been submitted for inclusion in the Record.

Title II

The U. S. Catholic Conference strongly supports the extention of Title II of the Elementary and Secondary Education Act.

The purpose of this Title is to provide school library resources, textbooks and other instructional materials for the use of children and teachers in public and nonpublic elementary and secondary schools. Since its inception in 1965 this Title, more than any other Title of the Act, has made provision for the equitable participation of nonpublic children and teachers. The average rate of participation of nonpublic school children since 1965 has been 96.5 percent of those eligible. Ninety-three percent of the 132 Catholic dioceses surveyed by the Harvard Graduate School of Education study of The Effects of Revenue Sharing and Block Grants on Education in 1970 rated the educational impact of Title II as "excellent" or "good," higher than either Titles I or III.

Title II has been a positive catalyst both for the establishment of libraries in nonpublic schools as well as for upgrading the quality of library resources available to children in these schools. The Director of School Libraries, Archdiocese of Philadelphia, has appeared on behalf of the Catholic Library Association before the General Subcommittee on Education of the United States House of Representatives earlier this year.

Her testimony stressed that in the Archdiocese of Philadelphia, 106 schools relocated their libraries in larger quarters. In some instances, these new quarters were built by the parents themselves. Since 1966, 269 new libraries have been established in the diocese; these are especially appreciated in the very poor urban schools of Philadelphia and Chester County. The "comparable efforts" in these areas are often acts of real sacrifice and valor.

In the secondary schools of the Archdiocese of Philadelphia, Title II has strengthened the scholastic program by making it possible to meet the needs of the non-reader--by adding books of high interest and low reading level to libraries, especially those in the city's urban schools. Progress has been made by this program, but the task has just begun. Children are reading, but books are limited and books are still the essence of a reading program.

U. S. Catholic Conference endorses the adequate funding of Title II. It is estimated that if this Title were funded at $90 million for FY 1973, over 48 million elementary and secondary school students would benefit at an average expenditure of $1.86 per student. About sixty-five percent of the school districts that participate in this program report continuing insufficient school library resources. About $8.3 million or 9.2 percent of the funds requested for FY 1973 would be expended for eligible items for use by teachers and students in nonprofit schools. According to a U. S. Office of Education estimate, such an expenditure would result in an increase of 2.5 million library resources and related materials in the nation's nonpublic schools. This expenditure or an increased expenditure would meet a well-demonstrated need

Title III

From the inception of Title III of the Elementary and Secondary Education Act, nonpublic school children and teachers have not shared equitably in its benefits and we have consistently registered our complaints to the U. S. Office of Education, the President's National Advisory Council on Supplementary Centers and Services and to Congress.

In the 1970 Harvard study mentioned earlier, the educational impact of Title III was characterized as "poor" by over half of the 111 dioceses that responded to this item. Thirty-nine percent judged the educational impact of this Title "good" and five percent, "excellent." This data reflects the attitude of the Catholic school superintendents toward Title III.

Realizing the lack of equitable participation of nonpublic school children and teachers in Title III, the U. S. Catholic Conference independently surveyed Catholic school superintendents to obtain direction concerning our posture toward this Title. Almost 77% of 129 (73.39% of total) respondents stated that Title III should be strengthened to provide for effective participation on an equitable basis for nonpublic school children and teachers. Twelve percent stated that Title III should be dropped outright.

Most of these Catholic school superintendents felt that the general concept of educational innovation, creativity and experimentation was given a forward and positive thrust by Title III. However, the anticipated benefits of this Title in terms of nonpublic school children and teachers never materialized. Catholic school superintendents felt that, although the intent of the legislation is sound, it has not been successfully administered by the U. S. Office of Education, the state educational agencies or the local educational agencies to provide effective and equitable participation of nonpublic school children and teachers.

That nonpublic school children and teachers are not participating equitably in Title III can readily be attested. Father Charles Patrick Laferty, O.S.A., has completed a study commissioned by the President's National Advisory Council on Supplementary Centers and Services in 1972 to assess the involvement of nonpublic school children in this Title.

Father Laferty's study supports two conclusions which nonpublic school educators have been aware of:

1. that the level of participation by nonpublic school children is most inadequate, and
2. that proper participation by nonpublic school personnel in the total planning process is almost non-existent.

The following statistics from Father Laferty's study support these conclusions.

1. In 21.8% of the projects surveyed, project directors "themselves" indicated that nonpublic school children were not being treated equitably.

2. In 22.8% of the projects surveyed, project directors indicated that nonpublic school children were not being treated equitably because of extenuating circumstances.
    a. 37% - no nonpublic school in area served
    b. 20% - restrictive type of project
    c. 4% - state constitutional restriction
    d. 22% - projects designed only for public school children
    e. 17% - little or no interest on the part of nonpublic school officials
3. 78% of nonpublic school administrators surveyed indicated that they were not consulted in the determination of needs for project participants.
4. 78% of nonpublic school administrators surveyed indicated that they were not in any way involved in project planning.
5. 89% of nonpublic school administrators surveyed indicated that they were not involved in the program design of the projects.

That Congress intended to provide for effective participation on an equitable basis for nonpublic school children and teachers is evidenced by the fact that the law was amended in 1969 to provide a bypass provision Section 307 (f) (1). This provision does assure equitable participation but the U. S. Commissioner of Education has been extremely reluctant to invoke it.

The experience of Catholic school administrators in Missouri, illustrates the Commissioner's reluctance to implement his legislative authority and responsibility for assuring justice and equity for nonpublic school children and teachers. The Title III bypass was first invoked in Missouri in October, 1972, after a lengthy history of reluctance. It was not implemented until February of this year more than three months later and at the midpoint of the school year.

At present, Title III projects must be held on public premises whenever practicable. We feel that one consideration should override all others in determining where and how children should be served: the effectiveness of the program. Adequate provision for this has been made in both ESEA Title I and the Emergency School Aid Act. If it is more beneficial to the nonpublic school children to provide the services on public school premises, then that ought to be the determining factor. Conversely, if it is more beneficial to such children to provide those services on the private school premises, then that is where they should be provided, so long as the administrative control and supervision of the program remain with public school officials.

We have outlined several problems relating to the participation of nonpublic school children in programs under Title III. We view these problems as primarily administrative in nature at the level of the U. S. Office of Education as well as at the state and local educational agency levels. Although this legislation has been written and revised with the participation of nonpublic school children clearly indicated, we feel that the intent of the Congress in this regard has not been fully implemented. We have no legislative recommendations for this Title but if the Subcommittee has any proposals to remedy these problems, we would be pleased to work with you.

Father Laferty's study has been submitted for inclusion in the Record.

Title VII

The Bilingual Education Act, Title VII, of the Elementary and Secondary Education Act, is the weakest of all Titles of this legislation in providing effective participation on an equitable basis to eligible children in nonpublic schools.

According to information obtained from the U. S. Office of Education, there are 213 currently funded bilingual education programs supported under Title VII. One hundred seventy-eight of these programs serve 105,708 public school children exclusively; 35 additional programs include participation by 3,755 children who attend nonpublic schools.

In making application for a project grant under Title VII -- Section 705 (a) (8) provides "that the applicant will utilize in programs assisted pursuant to this Title the assistance of persons with expertise in the educational problems of children of limited English-speaking ability and make optimum use in such programs of the cultural and educational resources of the area to be served; and for the purposes of this paragraph, the term 'cultural and educational resources' includes state education agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television and other cultural and educational resources."

Section 705 (b) states: "Applications for grants under title may be approved by the Commissioner only if -- (3) the Commissioner determines (A) that the program will utilize the best available talents and resources and will substantially increase the educational opportunities for children of limited English-speaking ability in the area to be served by the applicant, and (B) that, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which this program is intended to meet, provision has been made for participation of such children."

Nonpublic school officials, therefore, are to be involved in the planning of Title VII projects; the participation of eligible nonpublic school children is to be provided for by the local educational agency.

The Title VII grant application submitted by the local educational agency to the U. S. Office of Education requests pupil population data. The following information is requested by the Office of Education on the grant application:

1. Total local educational agency enrollment (both public and nonpublic school).
2. Number of children in local educational agency whose dominant language is NOT English (both public and nonpublic school).
3. Enrollment of project area (both public and nonpublic school).

4. Number of children in project area whose dominant language is NOT English (both public and nonpublic school).
5. Number of children in project area whose dominant language is NOT English who would participate in project (both public and nonpublic school).
6. Number of children in project area whose dominant language IS English who would participate in the project (both public and nonpublic school).
7. Total number of children in project area who would participate in project (both public and nonpublic school).

Title VII provides that the Commissioner may approve a grant only if provision has been made for the participation of eligible nonpublic school children and teachers. (Section 705 (b) (3) (B))

In analyzing and evaluating the 213 applications approved for project grants under Title VII -- one hundred and seventy-eight applications do not have complete pupil population data. Lacking on these applications are the data requested relative to the nonpublic schools. Clearly, this is an indication that nonpublic school officials were not involved in the planning of the projects and that the local educational agency had no intention of providing for the participation of such nonpublic school children.

Why does the U. S. Office of Education accept and approve project applications which have incomplete data, which give every indication that the total "cultural and educational" resources of the area to be served were NOT involved in the planning of the project and which DO NOT make provision for participation of nonpublic school children according to the "extent consistent" provision (Section 705 (b) (3) (B)) of the legislation?

We feel there has been obvious circumventing of specific provisions of Title VII on the part of the local educational agencies and negligence on the part of the Office of Education in enforcing compliance to all provisions of this Title. Clearly, the intent of Congress to provide for the effective participation on an equitable basis of eligible nonpublic school children and teachers in Title VII projects has neither been seriously implemented by the local educational agencies, nor reasonably protected by the Office of Education.

Recommendations:

We are requesting that Congressional action be taken to relieve this indifference and disregard for eligible nonpublic school children and the resulting injustice. We recommend the following changes in Title VII legislation.

1. The law should specify that the participation of eligible nonpublic school children and teachers in Title VII projects be on an equitable basis.

2. The law should specify that appropriate nonpublic school officials participate in the planning, establishment and implementation of Title VII projects.
3. The Commissioner of Education should be required to make an annual accounting to the appropriate Committees of the Congress on the use of Title VII funds, and this accounting should include a separate statement of the extent of participation of eligible nonpublic school children in projects funded by this Title and of the amount of funds expended on such children.

Title VIII

Title VIII of the Elementary and Secondary Education Act, in addition to dealing with the General Provisions of the Act, also includes provisions for Dropout Prevention Projects (Section 807) and Grants for Demonstration Projects of Improved School Nutrition and Health Services for Children from Low-Income Families (Section 808). Both of these programs are demonstration type projects.

There are no statuatory limitations prohibiting nonpublic school students from participating in dropout prevention projects; there has been a lack of administrative implementation at the federal level. Section 807 of this Title should be amended to provide for effective participation on an equitable basis of students attending nonpublic schools in such projects.

Section 808 (a) of this Title provides for making grants to "local educational agencies and, where appropriate, nonprofit private educational organizations, to support demonstration projects designed to improve nutrition and health services in public and private schools serving areas with high concentration of children from low-income families." Like Section 807 of Title VIII, Section 808, too, should be amended to provide for effective participation on an equitable basis of students attending nonpublic schools in such projects.

Federal Government Responsibilities

On several occasions in testimony before this and other Congressional Committees, we have recommended the appointment of a policy level nonpublic school official in the U. S. Office of Education. A similar recommendation was made by the President's Panel on Nonpublic Education in its Preliminary Report in 1971. This recommendation was essentially repeated in the Panel's final report, Nonpublic Education and the Public Good, issued in 1972 which stated that "one of the panel's first recommendations called for creation of a new structure within the U. S. Office of Education to deal directly with nonpublic schools and to make effective recommendations to top officials in the Department of Health, Education and Welfare." The recommendation has also been made in the 1973 Report of the National Advisory Council on the Education of Disadvantaged Children. Pertinent sections of that Report have been submitted for inclusion in the Record.

The U. S. Office of Education responded to the initial recommendation of the President's Panel on Nonpublic Education by appointing a Coordinator of Nonpublic Educational Services late in 1971. The services of the Coordinator's office have been effectively utilized by nonpublic school officials. As a result of the relatively low level position of this official in the HEW/OE bureaucracy, however, the services offered have been characteristically informational. This office, at this level, cannot do the job.

A new post should be created in either the Department of Health, Education and Welfare or the Office of Education--a Deputy Assistant Secretary for Nonpublic Education in the Department of Health, Education and Welfare, or a Deputy Commissioner for Nonpublic Education in the Office of Education. Such an official would participate in policy development and planning and would provide liaison between the nonpublic schools and the federal government. He would be able to ensure that regulations are clearly written. He could establish a system of monitoring nonpublic school participation in federal education programs and help to create the necessary attitudinal climate to ensure that our opportunities to participate are adequate. The nonpublic schools would then have an advocate within the federal structure which they do not have now despite the mandated eligibility of nonpublic school students for participation in many programs. The need for such a post is illustrated by our preceeding testimony, particularly with regard to the problems we have reported concerning Titles III and VII.

In December, 1972, the U. S. Office of Education issued a policy statement, "Responsibilities for Meeting Nonpublic Participation Requirements in Federal Programs," to Chief State School Officers and Nonpublic School Administrators urging steps to ensure equitable participation of nonpublic school students in federal programs for which they are eligible. A copy of this statement has been submitted.

According to the statement, the "U. S. Office of Education has a responsibility to assure that the benefits of all programs for which nonpublic school children are eligible are made fully available to such children." Please note that according to the memorandum, the obligation incumbent on every federal program officer to implement legislation is clearly spelled out. "Each federal program officer is expected to assess the implementation of this policy in carrying out the functions of review, approval, monitoring, and evaluation, and to take appropriate action in situations where nonpublic participation is found to be other than in accordance with the requirements of the law." At the state level, the Chief State School Officer is charged with "assuring that the level and quality of nonpublic participation fully and fairly meet the requirements of the applicable federal programs." Several states have designated officials in the state educational agencies to ensure effective participation of eligible nonpublic school students in federal programs.

We applaud this effort, however modest. With the issuance of the memorandum, the Office of Education has taken a step forward on this important issue. We hope that the Office of Education will take seriously its determination "to achieve that degree of participation of eligible nonpublic school students which is required by law."

Education Special Revenue Sharing

In testimony before this Subcommittee in 1971, the United States Catholic Conference expressed its opposition to the enactment of the Administration's Education Special Revenue Sharing Bill unless a number of significant changes were incorporated. The Better Schools Act of 1973, submitted by the Administration, did not include the recommendations made by the U.S. Catholic Conference and our position on this legislation has not changed from the position taken in 1971.

Consolidation of Categorical Programs

The U.S. Catholic Conference has taken no position on the merits of consolidation of present categorical programs. Any consolidation, however, should include adequate provision for the effective participation on an equitable basis of nonpublic school children. An example of a provision that would ensure equitable participation is Section 807 of H.R. 69 which was recently reported from the General Subcommittee on Education of the U.S. House of Representatives.

It is our understanding that the Administration proposes to consolidate the Vocational Education Act as part of an overall consolidation of elementary and secondary education programs. Provision has been made for the participation of eligible nonpublic school children and teachers in three sections of this Act. These are Part B, Section 122 (a)(4)(A), establishing programs for low income communities and for areas with high concentrations of youth unemployment and school dropouts; Part D, exemplary programs; and Part G, Cooperative Vocational Education Programs.

In all of these programs one hundred percent federal funding is provided in the present legislation which is a necessary condition in these programs for ensuring the equitable participation of eligible nonpublic school children and teachers.

We do not take any position on the merits of consolidating the Vocational Education Act. Any consolidation, however, should retain the existing provisions to ensure the participation of eligible nonpublic school children and teachers. These three programs should also continue to receive one hundred percent federal funding.

School Finance

In any legislation providing general aid to elementary and secondary education as well as any legislation providing for the equalization of school finance, the U.S. Catholic Conference feels that such legislation should reflect the following principles with regard to nonpublic school participation.

1. All elementary and secondary school children should be counted equally in determining the amount of federal aid to be provided.
2. The amount of federal aid provided for nonpublic school children should be proportional to the number of such children in the school population as a whole.
3. The kinds of services provided should be limited to those which are constitutionally permissable.
4. A bypass provision should be included to ensure participation of nonpublic school children in those states which are prohibited by law or where there has been a substantial failure to provide

these services and to ensure nonpublic school participation in those school districts which for some reason do not participate in the federal program.

Anti-busing Legislation

The United States Catholic Conference has often pointed out that the issue of equal educational opportunity is a moral one, closely related to the larger issue of racial equality. In securing the right of all children to equal educational opportunity, busing, in some instances, is an essential tool. We are opposed to any legislation which would restrict the use of busing as an instrument to achieve these goals and to secure these rights. Enactment of such legislation would be a serious setback to the quest for racial justice and equal educational opportunity.

This concludes the testimony of the United States Catholic Conference.

Statement of

Rev. Thomas J. Riley
Assistant Superintendent for
Planning and Evaluation
Archdiocese of San Francisco
San Francisco, California

Submitted to the
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate

Wednesday, October 10, 1973
10:00 a.m.

The Department of Education of the Archdiocese of San Francisco is responsible for 134 Catholic elementary and secondary schools in the four Bay Area counties of Marin, San Francisco, San Mateo, and Santa Clara.

Among its duties is the responsibility of working with 43 local educational agencies in these four counties in cooperative program planning where there are common needs of both public and nonpublic school students.

Although good relationships have existed between the Archdiocesan Department of Education and the 43 local educational agencies for many years, the relationships have been informal. Only with Congress' enactment of the Elementary and Secondary Education Act--with its provisions for the participation of nonpublic school students in federally funded education services--has the relationship between the public and nonpublic school sector become more formal and professional.

In the City of San Francisco, a 1972 grant from the Ford Foundation brought about the Joint Planning Council of San Francisco, a group representing public and nonpublic education. The purpose of the Ford grant was to determine whether such a mechanism for discussing mutual problems and developing common solutions would resutl in more effective instructional programs for both public and nonpublic school students. The current efforts in San Francisco for implementation of the Emergency School Aid Act for both public and nonpublic school students are a direct result of local educational agency planning which involves the nonpublic school sector and its representatives.

When we look at the involvement of nonpublic school students in our four counties in ESEA Title VII programs, we see a bleak picture which is probably the result of inadequate program planning. In our area there are four bilingual projects currently in operation (San Francisco Unified School District; Alum Rock Union Elementary School District, San Jose; Jefferson Elementary School District, Daly City; and Gilroy Unified School District). Participation of Catholic school students is non-existent in these programs.

At the same time a genuine need exists among Catholic school children for bilingual services. In the City of San Francisco alone, where our schools serve 17,000 elementary school students, 44% of the students are of minority group background. Of these minority group students, 75% are Oriental, Filipino, or Spanish-surnamed. (5,621 students). Each year since 1966, the minority group population of our schools has increased.

Our students have a need in bilingual education--but the federal benefits of ESEA Title VII are not reaching them.

We do not blame this on bad will in the local educational agencies but suggest that there may be an oversight in the law itself and in the process whereby the U. S. Office of Education reviews proposals and awards grants.

We are hopeful that this Subcommittee will incorporate into the Bilingual Education Act some of the language that has resulted in effective nonpublic school student participation in other federal programs. A provision which charges local educational agencies to seek out knowledgeable nonpublic school personnel for cooperative program planning would be helpful. A charge to the U. S. Office of Education which would require review of nonpublic school participation assurances would be helpful.

Your attention to this problem--the relative failure of the Bilingual Education Act to reach needy nonpublic students--is appreciated. We in San Francisco look forward to the day when these youngsters will receive bilingual education services in a more equitable manner.

	American Indian				Negro				Oriental				Spanish Surname				Other Whites				Other Non-	
	C	NC	Total	%	C	NC	Total	%	C	NC	Total	%	C	NC	Total	%	C	NC	Total	%	C	NC
SAN FRAN																						
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	69	15	84	.35	1364	518	1882	8.0	1109	744	1853	7.8	4470	37	4507	19.1	13487	653	14140	60.0	270	46
MARIN																						
Elem	5		5	.17	21	12	33	1.1	17	3	20	.77	[illegible]	6	[illegible]	4.9	2389	171	2560	[illegible]	8	
Second					2	1	3	.3	1	3	4	.4	40		40	4.0	820	113	933	90.0		
	5		5	.11	23	13	36	.95	18	6	24	.64	172	6	[illegible]	4.7	3209	284	3493	93.0	8	
SAN MATEO																						
Elem	3	2	5	.07	61	33	94	1.4	90	11	101	1.5	679	2	681	[illegible]	5615	[illegible]	5744	[illegible]		3
Second		1	1		10	18	28	1.4	15	13	28	1.4	90	[illegible]	[illegible]	4.[illegible]	[illegible]	134	[illegible]	[illegible]		4
	3	3	6	.06	71	51	122	1.4	105	24	129	1.4	[illegible]	3	[illegible]	9.7	7248	320	7565	[illegible]	74	12
SANTA CLARA																						
Elem	45		45	.5	112	82	194	2.1	70	17	87	.98	1265	13	1278	15.0	7045	[illegible]	7273	79.0	[illegible]	
Second	7		7	.2	21	13	34	.79	57	14	71	1.1	432	12	444	10.3	951	355	[illegible]	36.0	41	1
	52		52	.3	133	95	228	1.7	127	31	158	1.0	1697	25	1722	13.7	10583	331	[illegible]	80.0	129	8

SUMMARY	Elementary	Secondary	Total
San Fran	15,355	7,127	22,482
Marin	2,754	990	3,744
San Mateo	6,700	1,985	8,685
Santa Clara	8,977	4,299	13,276
	34,780	14,302	49,185

	Total	%	C	N.C.
American Indian	[illegible]	.3	[illegible]	[illegible]
Negro	[illegible]	4.6	[illegible]	[illegible]
Oriental	2[illegible]4	4.3	[illegible]	[illegible]
Spanish Surname	72[illegible]	14.8	[illegible]	76
Other Whites	35[illegible]	71.3	[illegible]	[illegible]
Other NonWhites	1252	2.5	1191	61
	49188	99.8	45963 (93.4%)	3225 (6.6%)

Department of Education
Archdiocese of San Francisco

INFORMATION SHEET OF THE STREET ACADEMY

History and Structure

In the Spring of 1972 the Street Academy opened its doors to students and began full operation. Its educational services were perceived as the anchor of the youth diversionary and advocacy system since scholastic achievement remains a critically important facor influencing youths' entry into socially acceptable occupations and life styles. The Academy offered to a nearly equal number of English, and Spanish speaking students bi-lingual courses in remedial reading, english, math, cultural history and social and natural sciences.

As originally conceived, CDA's youth divisionary and advocacy system was to provide separate Street Academies for English and Spanish speaking youth. In fact, the two academies were combined to better coordinate curriculum development and teaching methods which are applicable to both populations. Of twelve staff members, then, six are bilingual, including the Deputy Director, one counselor and four teachers.

Youths are referred to the Street Academy through various agencies and instiutions. In addition to referrals by agents within the Juvenile Justice System (police, courts, parole officers, D.Y.S., detention centers and state correctional institutions), students have come to the Academy through other educational and community organizations including: the Martin Luther King School; Movimiento Hispano, a voluntary community based multi-service organization for the Spanish speaking in Dorchester; Cardinal Cushing Center for the Spanish speaking;

The South End Neighborhood Action Porgram; Puente/Bridge, an educational placement service inthe South End for black and Spanish speaking youth.

The Academy participates in cooperative activities with, and is the beneficiary of services from other institutions and agencies. Massachusetts Institute of Technology, which has accepted S.A. students into a training program for lab assistants, also has provided a science consultant/instructor for the Academy. The YMCA's Lating American Program provides the Academy with the services of its counselors-in-training. The Boston Children's Service Association, a private child welfare agency serving teenage boys and girls has referred students to the Academy, and has in turn provided summer counseling work for an S.A. student at its Camp Baird, and has offered the camp facilities to Street Academy students.

A Board of Director's has been established to oversee the Academy's operational policies, resource and curriculum development, relationships with cooperating agencies, and coordination of academy activities with the Drug Information Project and related CDA programs. The nine member board of directors includes representatives from the Youth Activities Commission, Department of Youth Services, Mayor's Safe Street Committee, and Model Cities Administration.

Evaluation and Operations

Although the Academy planned to work with a maximum number of 30 students, the overwhelming demand for Academy services forced a near doubling of the actual number of students to 56. A statistical look at student progress will highlight the positive accomplishments which impact upon the Academy's two-pronged purpose - diverting youth from the Juvenile Justice System and directing them into desirable social roles via education and/or career opportunities.

By the end of the first operating term, the Street Academy has served 56 youth - whether directly, through instruction and placement with other educational institutions and skill training programs, or indirectly, by referral to other supportive service agencies.

Of the first twenty-two "graduates" of the program, three returned to the public school system to complete high school, six have been accepted into the University of Massachusetts, three have entered the Higher Education Program (a college-level, Model City-funded program providing a route for community residents to begin working toward a college degree, with a later transfer to local college facilitated by the HEP staff), three have enrolled in the Elma Lewis School of Fine Arts, one is in voice training in a special program at the New England Conservatory of Music, two are in a Columbia University sponsored program for training in modeling and the cosmetic arts, one entered Harvard's Upward Bound Program, and three have joined the United Community Construction Workers in Roxbury to develop skills in construction and be prepared to enter the construction industry as apprentices.

The Street Academy suspended classes for the summer and assisted its students, many of whom will be resuming studies in the fall, to find summer employment. Eighteen participated as counselors and aides in a YAC operated summer program which featured training in arts and crafts and educational and cultural field trips for children aged 10-13. Three entered an M.I.T. work-training program for laboratory assistants; two found part-time work with the Department of Defense and subsequently received the option to remain; one now works with the Department of Parks and Recreation, one with the Neighborhood Youth Corps, and one found work with Summerthing.

In addition to educational and career oriented services the Street Academy has performed supportive services for nine other youths: four have been referred to drug counseling agencies; three have been referred for psychological counseling; two have been assisted in attaining paroles. Of 56 youths served by the Street Academy, 22 will return to assume studies in September. Two have been incarcerated. These fingures can be further delineated, showing the number of black and spanish speaking beneficiaries.

TABLE

	Black	Spanish Speaking
Returned to Public Schools	4	
Accepted into U. Mass.	3	3
Accepted into Higher Education Program	3	
Found Work	13	13
Paroled	2	
Incarcerated	2	
Drug Counseling, Referred	3	1
Psychological Counseling Referred	2	1
Special Programs:		
My Fair Lady	2	
New England Conservatory	1	
Elma Lewis School of Fine Arts	3	

*TABLE (cont'd)

	Black	Spanish Speaking
UCCW Apprentice Program	3	
Upward Bound	1	
Found Housing	1	
Returning to Street Academy	11	11

The Street Academy staff is acutely aware of the Educational and skill training needs of Spanish speaking youth in the Model Neighborhood Area, and of the dearth of service agencies operating to meet these needs. According to the most conservative estimate in the report by the Task Force on Children Out of School, (The Way We Go To School: The Exclusion of Children in Boston (Boston: Beacon Press, 1971). 48% of school age Spanish speaking children do not attend school, and 75% of those who do attend are held back academically. In 1969 seven Spanish Speaking children graduated from high school in the entire city. In contrast, the Academy's efforts have already contributed toward the acceptance of three Spanish speaking students into the University of Massachusetts.

Proposed Modifications

Experience with the complex factors contributing to actual and potential deliquency among youth has given clear recognition to the need for broader supportive services and increased professional competence among the Street Academy staff, who have more fully realized that individual aspects in the life of a youth-at-risk cannot be significantly altered without a simultaneous milt-faceted intervention approach.. A more effective total service effort is needed to deal with youth in an environment plagued by the presence of both drugs and adverse economic factors.

To meet these needs the staff in initiating modifications in each of the Academy's service activities. Direct educational services will be strengthened by the upgrading of teachers' qualifications to require all teachers'to have a degree in their appropriate disciplines, and by the addition of a new position - reading specialist (bilingual).

The Academy's major change, the expansion of supportive services, is reflected in the replacing of street workers with two counselors (one-bilingual) with increased responsibility and competence in meeting Academy objectives. The counselors will function as advocates for the students at critical points of intervention in the Juvenile Justice System: with the police, courts, detention centers, parole officers, Dept. of Youth Services and state correctional institutions. As referral agents they will introduce youth to other health and welfare centers, F.I.R.S.T., Child Guidance Service, the State WelfareDepartment. In coordination with the whole Academy staff, the Counselors will help plan curriculum and as linkage agents with schools, colleges, community and employment agencies, they will assist students in the resolution of their particular needs, whether they relate to employment, to reentry into the secondary school system, or entrance to institutions of higher education.

The chart in Appendix B indicates the counselors' roles in the expansion of the Academy's supportive services.

as well as the interdependence of the diversionary and instructional project elements.

These structural modifications are intended to strengthen the professional service impact on both students and community in the Model Neighborhood Area. The gradual evolution of the Academy to a comprehensive youth service program not unlike a Youth Service Bureau in operation and intent, is due mainly to the staff's own evaluation of its effectiveness and recognition of its shortcomings. In the coming year, the project's major thrust will shift from that of an education-centered to a total person-centered approach.

In August the Street Academy moved from Yeoman Street to the Model City Higher Education Building located at 460 Blue Hill Avenue. This location will provide additional opportunities for coordination with other Model City Education programs.

COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

REFERENCE COPY

B-164031(1)

Do not [illegible] the Report
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Dear Senator Kennedy:

In accordance with your request of July 19, 1972, and subsequent discussions with your office, we reviewed selected projects under the Bilingual Education program authorized by title VII of the Elementary and Secondary Education Act of 1965. As agreed, we determined the type of instruction being received by students in these projects, particularly the amount of class time devoted to teaching English as a second language and to other academic subjects in the dominant language of the children. We did not evaluate the effectiveness of the projects.

We reviewed a total of 28 bilingual education projects which were conducted by local education agencies under grants awarded by the Office of Education, Department of Health, Education, and Welfare. The projects were located in urban and rural communities in Arizona, California, New Mexico, New York, and Texas. Although several ethnic groups were served, the majority of the projects were directed toward Mexican-American children whose dominant language was Spanish.

The 28 projects involved a total of 105 schools with a total project enrollment of 16,644 students. We visited and obtained information from 46 of these schools with a total project enrollment of 7,954.

A summary showing for the schools we visited the number of students by dominant language and the type of classroom instruction on a percentage basis is presented below:

Program enrollment		Instruction time			
		Second language instruction		Academic subjects taught in	
Language dominance	Number of students	English	Spanish (or other)[1]	English	Spanish (or other)[1]
Spanish (or other)[1]	3,135	29%	None	26%	45%
Bilingual	2,904	None	None	71%	29%
English	1,915	None	16%	75%	9%

[1] Other dominant languages of students served by projects include Navajo/Zuni, Chinese, and Portuguese (one project each).

It should be noted that the amount of time devoted to each category of instruction varied widely from grade to grade and from project to project. For example, the proportion of classroom time devoted to teaching academic subjects in Spanish to children having Spanish as a dominant language ranged from a low of 28 percent in one project to a high of 79 percent in another. We did not attempt to evaluate the reasons for the variances. Detailed schedules are attached which show instruction time by individual projects (enclosure I) and by grade level for all projects (enclosure II). We have also enclosed for your information certain background data, such as funding and student enrollment, for each of the projects (enclosure III).

Definitions used for classifying students by language dominance and the type of instruction were:

Spanish (or other)-dominant student - One who learns better in Spanish or some other language other than English. Child may be monolingual Spanish (or other) or speak some English.

English-dominant student - One who learns better in English. Child may be monolingual English or speak another language to some extent.

Bilingual student - One who has approximately equal ability in each of two languages and learns in both with about equal facility. Included in this category are students who may have a strong learning ability in both English and another language, as well as those who may be weak in both languages. By definition, these students do not receive second language instruction.

English as a second language - A specified period where English is taught to Spanish (or other)-dominant students as a second language through language arts activities such as reading, writing, speaking, or listening exercises.

Spanish (or other) as a second language - Same as English as a second language, except the second language is Spanish or another project language and is taught to English-dominant students.

Academic subjects - Includes subjects such as math, science, social studies, art, and music, other than language taught as a second language, whether or not taught in the child's dominant language. For example, a Spanish class is categorized as an academic subject for the Spanish-dominant student.

The data contained in the schedules is based on estimates developed primarily from classroom observations made at project schools, supplemented by discussions with teachers. Because of divergent teaching methods, varying numbers of students, and differences in total instruction time among schools in the projects, to arrive at the percentage of instructional time shown for second language and for academic subjects, we weighted the data on the basis of the number of children participating in each class, each grade, and each project. The results of the work were discussed with project directors and school administrators who generally agreed with our observations.

As agreed with your office, we did not ask Office of Education officials to formally comment on the enclosed data; however, we discussed it with them at the completion of the review and they concurred with the results of our work. We plan to make no further distribution of the data unless specific requests are received, and then we shall make distribution only if you agree or publicly announce the information.

Sincerely yours,

Comptroller General
of the United States

Enclosures - 3

The Honorable Edward M. Kennedy
United States Senate

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SUMMARY BY PROJECT OF TYPE OF INSTRUCTION RECEIVED BY STUDENTS AT 46 SCHOOLS ENROLLED IN 28 BILINGUAL EDUCATION PROJECTS REVIEWED BY GAO

	Program enrollment		Percentage of instruction time[1]			
			Second language instruction		Academic subjects taught in	
	Language dominance	Number of students	English	Spanish (or other)	English	Spanish (or other)
Arizona						
Project 265	Spanish	42	19	-	51	30
	Bilingual	207	-	-	77	23
	English	90	-	20	77	3
California						
Project 65	Spanish	11	19	-	28	53
	Bilingual	23	-	-	77	23
	English	61	-	9	78	13
Project 141	Spanish	57	21	-	28	51
	Bilingual	44	-	-	56	44
	English	38	-	20	50	30
Project 221	Chinese	82	40	-	24	36
	Bilingual	39	-	-	63	37
	English	78	-	15	66	19
Project 222	Spanish	94	19	-	19	62
	Bilingual	22	-	-	57	43
	English	101	-	19	63	18
Project 229	Spanish	25	20	-	41	39
	Bilingual	105	-	-	81	19
	English	72	-	8	92	-
Project 272	Portuguese	24	29	-	21	50
	Bilingual	63	-	-	65	35
	English	49	-	27	72	1
Project 347	Spanish	74	14	-	25	61
	Bilingual	63	-	-	60	40
	English	167	-	11	80	9
Project 441	Spanish	51	14	-	20	66
	Bilingual	63	-	-	65	35
	English	195	-	11	82	7

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ENCLOSURE I

	Program enrollment		Percentage of instruction time[1]			
			Second language instruction		Academic subjects taught in	
	Language dominance	Number of students	English	Spanish (or other)	English	Spanish (or other)
California (Con't.)						
Project 451	Spanish	32	10	-	13	77
	Bilingual	13	-	-	69	31
	English	34	-	10	80	10
Project 504	Spanish	22	17	-	52	31
	Bilingual	75	-	-	76	24
	English	70	-	19	76	5
Project 615	Spanish	16	15	-	6	79
	Bilingual	60	-	-	52	48
	English	101	-	22	71	7
Project 646	Spanish	13	21	-	24	55
	Bilingual	13	-	-	56	44
	English	59	-	19	61	20
Project 727	Spanish	39	20	-	33	47
	Bilingual	69	-	-	52	48
	English	76	-	20	75	5
New Mexico						
Project 609	Navajo/Zuni	115	28	-	35	37
	Bilingual	31	-	-	84	16
	English	29	-	11	82	7
New York						
Project 312	Spanish	193	25	-	18	57
	Bilingual	43	-	-	61	39
	English	201	-	18	69	13
Project 596	Spanish	25	19	-	36	45
	Bilingual	29	-	-	61	39
	English	22	-	12	71	17
Project 617	Spanish	87	18	-	18	64
	Bilingual	96	-	-	67	33
	English	71	-	15	80	5
Project 655	Spanish	152	29	-	8	63
	Bilingual	219	-	-	60	40
	English	11	-	16	83	1

ENCLOSURE I

	Program enrollment		Percentage of instruction time[1]			
			Second language instruction		Academic subjects taught in	
	Language dominance	Number of students	English	Spanish (or other)	English	Spanish (or other)
Texas						
Project 6	Spanish	169	32	-	36	32
	Bilingual	39	-	-	74	26
	English	18	-	21	73	6
Project 53	Spanish	486	29	-	32	39
	Bilingual	620	-	-	82	18
	English	95	-	9	85	6
Project 60	Spanish	92	34	-	38	28
	Bilingual	169	-	-	73	27
	English	112	-	15	75	10
Project 114	Spanish	155	35	-	32	33
	Bilingual	72	-	-	70	30
	English	2	-	18	66	16
Project 164	Spanish	179	28	-	30	42
	Bilingual	69	-	-	92	8
	English	7	-	22	63	15
Project 411	Spanish	20	35	-	21	44
	Bilingual	65	-	-	66	34
	English	99	-	35	64	1
Project 483	Spanish	68	30	-	10	60
	Bilingual	140	-	-	57	43
	English	7	-	21	64	15
Project 515	Spanish	580	29	-	22	49
	Bilingual	242	-	-	63	37
	English	44	-	26	64	10
Project 572	Spanish	232	42	-	19	39
	Bilingual	211	-	-	75	25
	English	6	-	17	73	10

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[1] These percentages represent weighted averages based on the number of students participating in each classroom and each grade level.

ENCLOSURE I

SUMMARY BY GRADE LEVEL OF TYPE OF INSTRUCTION
RECEIVED BY STUDENTS AT 46 SCHOOLS ENROLLED IN 28 BILINGUAL
EDUCATION PROJECTS REVIEWED BY GAO

	Program enrollment		Percentage of instruction time[1]			
			Second language instruction		Academic subjects taught in	
	Language dominance	Number of students	English	Spanish (or other)	English	Spanish (or other)
Pre-kindergarten	Spanish (or other)	10	23	-	14	63
	Bilingual	21	-	-	54	46
	English	51	-	46	54	-
Kindergarten	Spanish (or other)	815	25	-	19	56
	Bilingual	252	-	-	57	43
	English	336	-	22	66	12
Grade 1	Spanish (or other)	739	29	-	22	49
	Bilingual	470	-	-	67	33
	English	367	-	19	71	10
Grade 2	Spanish (or other)	555	31	-	23	46
	Bilingual	493	-	-	70	30
	English	270	-	14	77	9
Grade 3	Spanish (or other)	427	32	-	30	38
	Bilingual	653	-	-	74	26
	English	260	-	15	76	9
Grade 4	Spanish (or other)	242	29	-	37	34
	Bilingual	350	-	-	74	26
	English	220	-	11	79	10
Grade 5	Spanish (or other)	90	31	-	22	47
	Bilingual	53	-	-	67	33
	English	55	-	18	72	10
Grade 6	Spanish (or other)	120	32	-	21	47
	Bilingual	81	-	-	76	24
	English	76	-	14	86	-

ENCLOSURE II

			Percentage of instruction time[1]			
	Program enrollment		Second language instruction		Academic subjects taught in	
	Language dominance	Number of students	English	Spanish (or other)	English	Spanish (or other)
Grade 7	Spanish (or other)	41	23	-	50	27
	Bilingual	173	-	-	78	22
	English	32	-	19	77	4
Grade 8	Spanish (or other)	7	16	-	55	29
	Bilingual	27	-	-	80	20
	English	14	-	16	80	4
Grade 9	Spanish (or other)	62	19	-	38	43
	Bilingual	175	-	-	67	33
	English	138	-	20	75	5
Grade 10	Spanish (or other)	16	19	-	52	29
	Bilingual	92	-	-	75	25
	English	59	-	13	73	14
Grade 11	Spanish (or other)	9	20	-	60	20
	Bilingual	33	-	-	79	21
	English	28	-	15	79	6
Grade 12	Spanish (or other)	2	-	-	80	20
	Bilingual	26	-	-	79	21
	English	7	-	8	77	15

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[1] These percentages represent weighted averages based on the number of students in each classroom and each project.

ENCLOSURE III

SUMMARY OF BACKGROUND INFORMATION
ON 28 BILINGUAL EDUCATION PROJECTS INCLUDED
IN GAO'S REVIEW AND SCOPE OF REVIEW

	School district/city	Project area	Ethnic group served	Year of operation	Funding		No. of project schools	Total project enrollment	Scope of review		
					School year 1972-73	Cumulative			No. of schools visited	Grades covered	No. of students observed
Arizona											
Project 263	Phoenix Union High School System, Phoenix	Urban	Mexican	Fourth	$ 40,550	$ 310,178	1	339	1	9 thru 12	339
California											
Project 65	Healdsburg Union Elementary School District, Healdsburg	Rural	Mexican	Fourth	46,105	191,990	2	95	2	1 thru 4	95
Project 141	Redwood City School District, Redwood City	Urban	Mexican	Fourth	56,070	185,740	1	139	1	K thru 4	139
Project 221	San Francisco Unified School District, San Francisco	Urban	Chinese	Fourth	226,560	690,880	2	247	2	1 thru 4	199
Project 222	Los Angeles City Unified School District, Los Angeles	Urban	Mexican	Third	526,855	1,484,340	5	1,710	1	K thru 3	217
Project 229	Compton Unified School District, Compton	Urban	Mexican	Fourth	102,401	374,803	1	202	1	2 thru 4	202
Project 272	ABC Unified School District, Artesia	Urban	Portuguese	Fourth	97,807	300,939	1	136	1	K thru 6	136
Project 347	El Rancho Unified School District, Pico Rivera	Urban	Mexican	Third	230,000	714,425	1	304	1	K thru 4	304

	School district/city	Project area	Ethnic group served	Year of operation	Funding		No. of project schools	Total project enrollment	Scope of review		
					School year 1972-73	Cumulative			No. of schools visited	Grades covered	No. of students observed
California con't											
Project 441	Montebello Unified School District, Montebello	Urban	Mexican	Third	220,000	659,102	3	1,059	1	K thru 6	309
Project 451	Gilroy Unified School District, Gilroy	Rural	Mexican	Third	59,570	166,226	1	79	1	K thru 2	79
Project 506	Orange Unified School District, Orange	Urban	Mexican	Third	84,790	223,508	4	167	4	7 thru 10	167
Project 615	New Haven Unified School District, Union City	Urban	Mexican	Second	215,000	401,950	4	640	1	K thru 3	177
Project 646	Washington Unified School District, West Sacramento	Rural	Mexican	Third	80,600	150,700	10	760	1	K thru 2	85
Project 727	Oxnard Union High School District, Oxnard	Urban	Mexican	First	100,000	100,000	1	184	1	9	184
New Mexico											
Project 609	Gallup-McKinley County School District, Gallup	Rural	Indian	Second	102,646	202,646	4	175	4	K and 1	175
New York											
Project 312	New York City School District #7, New York	Urban	Puerto Rican	Fourth	238,000	992,251	1	847	1	K thru 6	437
Project 596	New York City School District #1, New York	Urban	Puerto Rican	Second	176,250	351,250	3	278	1	K thru 3	76
Project 617	North Rockland Central School District, Stony Point	Urban	Puerto Rican	Second	128,519	293,519	1	254	1	K thru 3	254
Project 655	New York City School District #6, New York	Urban	Puerto Rican-Dominican	Second	143,750	268,750	4	765	1	K thru 6	382

ENCLOSURE II

State	School district/city	Project area	Ethnic group served	Year of operation	Funding: School year 1977-78	Funding: Cumulative	No. of project schools	Total project enrollment	No. of schools visited	Scope of review: Grades covered	Scope of review: No. of students observed
Texas											
Project 6	Zapata County Independent School District, Zapata	Rural	Mexican	Fourth	115,000	356,057	2	611	2	K thru 5	226
Project 53	Weslaco Independent School District, Weslaco	Rural	Mexican	Fourth	161,937	372,951	6	1,201	6	K thru 6	1,201
Project 60	San Antonio Independent School District, San Antonio	Urban	Mexican	Fourth	400,000	1,393,169	19	3,551	6	K, 1, 6, 7, & 10 thru 12	373
Project 116	McAllen Independent School District, McAllen	Rural	Mexican	Fourth	109,419	318,635	6	421	1	1 thru 6	229
Project 156	Laredo Independent School District, Laredo	Rural	Mexican	Fourth	59,410	353,723	6	410	2	K thru 7	255
Project 411	Alamo Heights Independent School District, San Antonio	Urban	Mexican	Third	129,359	[illegible]	2	336	2	Pre-K thru 2	136
Project 483	South San Antonio Independent School District, San Antonio	Urban	Mexican	Third	117,[illegible]	291,347	6	[illegible]	1	K thru 3	215
Project 515	Crystal City Independent School District, Crystal City	Rural	Mexican	Second	175,000	337,000	3	456	2	K thru 3	336
Project 572	[illegible] Independent School District, [illegible]	Rural	Mexican	Second	179,840	319,502	11	1,690	1	K thru 3	149
Total					$[illegible]	$[illegible]	[illegible]	[illegible]	[illegible]		[illegible]

Senator CRANSTON. The hearing stands adjourned subject to the call of the Chair. Thank you all very much for your patience.

[Whereupon at 5:30 p.m., the hearing was adjourned.]

○